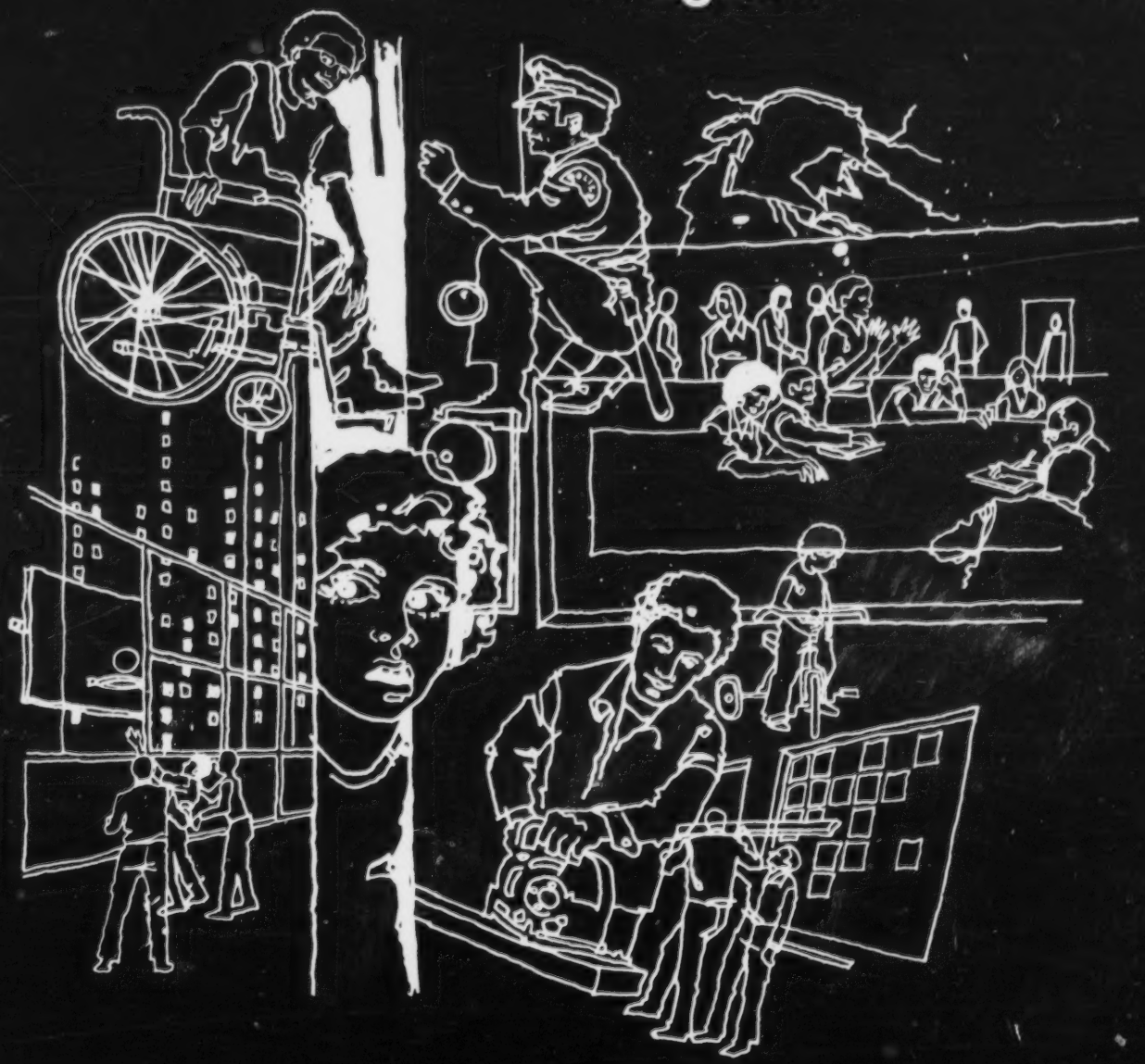
U.S. Department of Housing and Urban Development

First Annual Report
to Congress

Interagency Urban Initiatives Anti-Crime Program



In Partnership With:
U.S. Department of Labor
U.S. Department of Justice
U.S. Department of Health and Human Services
U.S. Department of Interior
Public Housing Agencies
Local Government and Citizens

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URBAN INITIATIVES ANTI-CRIME PROGRAM

FIRST ANNUAL REPORT TO CONGRESS

In Response to the Public Housing Security Demonstration Act of 1978 and as Part of the President's National Urban Policy

March 31, 1980

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PARTICIPATING FEDERAL AGENCIES

LEAD AGENCY

U.S. Department of Housing and Urban Development

- Office of Housing
- Office of Community Planning and Development
- Office of Neighborhoods, Voluntary Associations and Consumer Protection
- Office of Policy Development and Research

IN PARTNERSHIP WITH

U.S. Department of Labor

- Office of Youth Programs

U.S. Department of Justice

- Office of Juvenile Justice and Delinquency Prevention
- Office of Criminal Justice Programs
- Office of Community Anti-Crime Programs

U.S. Department of Health, Education, and Welfare

- Alcohol, Drug Abuse and Mental Health Administration
- Administration on Aging
- Administration on Children, Youth and Families

U.S. Department of the Interior

- Heritage Conservation and Recreation Service

ACTION

THE SECRETARY OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D.C. 20410

Introduction and Acknowledgements

The Urban Initiatives Anti-Crime Program represents the co-targeted resources of thirteen Federal agencies and offices.

The Program is Congressionally mandated by the Public Housing Security Demonstration Act of 1978 and also is a component of the National Urban Policy.

As a result of the Act, and without a cent of newly appropriated funds, the $41 million Program has co-directed the resources of the Federal agencies at 39 of the neediest public housing sites in the country. As evidence of Federal/local and public/private partnerships, over $8 million of the total impact comes from local contributions.

The pressures of inflation and the need for budget trimming require more effective leveraging of scarce resources to facilitate change by and for the elderly, the poor and minorities. The Urban Initiatives Anti-Crime Program is such a model of partnership and cooperation for the 1980's.

The present Report documents the presence of crime and fear in subsidized housing, outlines the Program's accomplishments, and discusses how urban revitalization and crime prevention need to be linked in the future.

The Report was prepared by the Urban Initiatives Anti-Crime Program staff, within the Office of Housing. Special thanks for the development of the Program, however, are due to the Congress and to the Federal agencies, local agencies, citizen groups, and private partners who contributed to its success.

Moon Landrieu

Moon Landrieu

"Older people fear being victimized so much that many avoid leaving their homes at all, except for emergencies. This inordinate fear of crime was rated by senior citizens themselves in a major survey as the single most serious problem they faced — more serious than health, or income, or housing or loneliness. (The Urban Initiatives Anti-Crime Program) should go a long way toward alleviating some of that fear."

Congressman Claude Pepper
Co-Sponsor of the Public Housing
Security Demonstration Act of 1978

"One's safety is equally as critical as having a roof over one's head. Considering the fact that 50 percent of public housing residents preceive their living conditions as unsafe, the need for the development of a comprehensive policy on crime prevention in public housing is clear. We are not only Congressionally mandated to provide for 'safe and decent' housing in our public housing estates — we are morally obligated."

Congresswoman Mary Rose Oaker
Co-Sponsor of the Public Housing
Security Demonstration Act of 1978

"I expect that (HUD) will ... come back to Congress with appropriate recommendations regarding a comprehensive approach to increasing security in (public housing) projects and coordinating the funds available through the anti-crime programs of other State and Federal agencies."

Congressman Thomas Ashley
Chairman, House Subcommittee on
Housing

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EXECUTIVE SUMMARY

We live in an economic time that demands models for more efficient use of scarce resources. The pressures of inflation and the calls for budget trimming encourage Federal domestic agencies to more effectively co-target diminished resources to places of greatest need -- and leverage local funds to best facilitate change by and for the elderly, the poor and minorities.

As Congressionally mandated by the Public Housing Security Demonstration Act of 1978, this Report documents such a model of partnership and cooperation for the 1980's: the Urban Initiatives Anti-Crime Program.

Perhaps more than any other recent Federal initiative, the HUD administered Program has forged new and creative partnerships. The legislative and executive branches of the Federal government are working closely together. The Congressional mandate to mitigate crime and fear in public housing has built upon, integrated with and strengthened an effort begun as part of the President's National Urban Policy.

As a result of the Act, and without a cent of newly appropriated funds, the $41 million Program has co-targeted the resources of 13 Federal agencies and directed them at 39 of the neediest public housing sites in the country. As evidence of Federal/local and public/private partnerships, over $8 million of the total impact comes from local contributions.

Besides its success at interagency cooperation, the Program has linked criminal justice system funding -- which has been cut back in recent years -- with the much greater reserve of human, urban economic, community and neighborhood development funding.

Based on scholarly reviews of what has worked in the past, conferences with constituent and citizen groups, and meetings with a wide variety of professional experts, the Program has established a management by objective system in which each of the sites chosen is implementing several basic program areas. They are: 1) improved management of public safety, 2) rehabilitated anti-crime facilities and better physical security design, 3) increased involvement of tenants in fighting crime, 4) more employment of youths -- who commit so much crime, 5) improved anti-crime services -- for elderly residents, drug abusers, project youth, and victims, among others, 6) additional and more sensitive police and law enforcement, and 7) area-wide public/private partnerships targeted on public housing sites as well as surrounding neighborhoods.

In a comprehensive way, these program areas cover causes as well as symptoms, inner human motivations and environmental factors, community and criminal justice perspectives, prevention and control, "law and order" and social reform, and structural as well as incremental change.

Within this broad framework, constructed from the best knowledge available, the Program encourages, indeed requires, locally tailored solutions to crime -- solutions which take their unique form in each separate community.

Funds will be released by the end of June 1980, and, as currently planned, the Program will run through June 1982. A competent Central Office professional staff has been hired by HUD to run the effort. An evaluation contract will be awarded by June 1980 to assess some of the effects of the Program -- although past research has shown that it will take considerable time before such an undertaking can hope to demonstrate success.

Crime is rising and remains a major concern of Americans. Crime is the number one concern of many public housing residents -- ahead even of inflation and unemployment. The wide Congressional support of the Public Housing Security Demonstration Act of 1978 recognized such concern.

This Progress Report describes a financially modest but programmatically cost-effective way to deal with a critical American dilemma that can be severe in subsidized housing and that frightens vulnerable populations, like the elderly. All of the answers are not found on these pages. But Congress has created a model for the 1980's which promises success -- if it is allowed to develop.

THE CONGRESSIONAL MANDATE AND

THE PRESIDENT'S NATIONAL URBAN POLICY

The Public Housing Security Demonstration Act of 1978 (Section 207 of the Housing and Community Development Amendments of 1978, included here as Appendix 1) directs the Secretary of Housing and Urban Development (HUD) to "promptly initiate ...a program for the development, demonstration and evaluation of improved, innovative community anti-crime and security methods, concepts and techniques to mitigate the level of crime in public housing projects and their secondary neighborhoods."

The Act requires HUD to report to Congress on the implementation of the legislation no later than March 31, 1980. This is the Report mandated by Congress.

The legislation was enacted several months after President Carter, on July 10, 1978, announced the intention of the Administration to develop the Urban Initiatives Anti-Crime Program in public housing as part of his National Urban Policy.

The Act was designed to build upon and supplement the Presidential initiative. Accordingly, HUD modified the Urban Initiatives Anti-Crime Program to embrace both the legislative and executive branch directives.

The Program has established an unprecedented partnership among 13 Federal offices, Public Housing Agencies (PHAs), tenants and local government. Although up to only 12 million dollars was made available, in addition to the original 8 million dollars, HUD is pleased to announce that an additional 41 million dollars in funds from Federal agencies and localities have been leveraged and co-targeted to 39 PHAs across the country. Awards for comprehensive and workable anti-crime plans were made in an open competition among all PHAs in the country. The Program is tailoring the funds to the unique needs and problems of these individual communities and represents the continuing commitment of the Administration and Congress to improve the quality of urban life in a realistic, systematic way.

CRIME AND FEAR IN SUBSIDIZED HOUSING

Crime

The Act declares that "low income and elderly public housing residents of the nation have suffered substantially from rising crime and violence."

Available statistics bear this out. They show that murder, assault, rape, robbery, burglary, larceny and auto theft rates have risen dramatically over the last two decades in the United States; crime is disproportionately a phenomenon of larger cities; public and other forms of subsidized

housing often have higher crime rates than many other neighborhoods of larger cities; and fear of crime is widespread--especially in public housing. 1/

Comprehensive statistics on crime are not available for all PHAs and cities across the country. However, in those places where data are available, crime rates in some public housing projects tend to be higher than in the cities where they are located--cities which themselves often have high crime rates.

Table 1 compares crime rates in selected public housing projects to the rest of the city--for Baltimore, Boston, Dade County (Miami), the District of Columbia and Los Angeles. The crime rates are based on actual interviews with citizens, who were asked if and how often they were victimized. Dramatically, the table shows higher public housing rates in 19 of the 22 instances where crime-specific victimization statistics were available for both the selected public housing projects and the city as a whole. For robbery, estimated victimization rates were 3 times as high in the selected housing projects than in Baltimore as a whole, almost twice as high in Boston, almost 5 times as high in Dade County, almost 3 times as high in the District of Columbia, and over 3 times as high in Los Angeles. For sexual assault, estimated victimization rates were 9 times as high in the selected housing projects than in Baltimore as a whole, over twice as high in Boston, 5 times as high in Dade County, 8 times as high in the District of Columbia, and 1-1/2 times as high in Los Angeles.

These figures only are estimates and there are statistical problems associated with them. But even the most cautious reading of the numbers suggests that, for the cities and housing developments in Table 1, crime usually is higher in public housing than in other big city neighborhoods.

Fear

The actual incidence of crime notwithstanding, fear of crime ranks with inflation as among the top concerns of Americans in almost all polls. 2/

Even more strongly, fear of crime is the number one concern of residents in assisted housing. It has moved ahead of food, clothing, employment and health. 3/ In a recent HUD study of public housing, tenants believed that the quality of their lives was most reduced by their fear of crime. 4/ Surveys in Baltimore, the District of Columbia and Los Angeles have come up with the staggering statistics that women believe they have a 50/50 chance of being sexually assaulted in their housing projects. Similarly, residents perceived a 50/50 chance of being robbed in their projects or having someone break into their homes. 5/

There is evidence that, even where the actual incidence of crime is not high, an intense fear of crime disturbs residents. The elderly are especially vulnerable and severely affected by such fear. 6/

FUNDS AVAILABLE AND INTERAGENCY AGREEMENTS ACHIEVED

Federal Contributions Co-Targeted

Up to $12 million has been made available to HUD for anti-crime purposes in addition to the original $8 million.

In the spirit of the President's National Urban Policy, the Act called for coordinating and co-targeting resources among HUD, PHAs, local government and law enforcement, appropriate state agencies, and appropriate Federal agencies -- "particularly the Law Enforcement Assistance Administration, the Department of Health, Education, and Welfare, the Department of Labor, the Community Services Administation, and ACTION."

HUD is pleased to report that the legislation and support from the White House have produced an extremely high degree of cooperation at the Federal level--comparable to or exceeding that of any other recent Federal program. Thirteen Federal offices or agencies are co-targeting resources, have signed final interagency agreements to coordinate programming, or have drafted preliminary agreements:

1) The HUD Office of Housing has obligated $20 million of loan authority for the rehabilitation of facilities to house anti-crime services and for anti-crime related physical and environmental changes to housing projects -- like more secure lobbies, improved doors and locks, and better lighting. The funding consists of the total $12 million plus the original $8 million.

2) The HUD Office of Community Planning and Development (CPD) has committed $2 million in discretionary Community Development Block Grant (CDBG) funds--mainly for technical assistance in the form of salaries of anti-crime professionals and related services.

3) The HUD Office of Neighborhoods, Voluntary Associations and Consumer Protection (NVACP) has committed $250,000 in discretionary CDBG funds for technical assistance in tenant-related anti-crime services.

4) The HUD Office of Policy Development and Research (PD&R) has committed up to $1,000,000 to evaluate the Program.

5) The Department of Labor (DOL) has transferred to HUD $8 million in Youth Community Conservation Improvement Projects (YCCIP) funds from its Office of Youth Programs (OYP) for youth employment and evaluation of the results.

6) The Department of Justice (DOJ), Law Enforcement Assistance Administration (LEAA), has transferred to HUD $1,100,000 in funds from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) for youth and juvenile anti-crime programs.

7) DOJ has transferred to HUD $340,000 from the LEAA Office of Criminal Justice Improvements (OCJI) for special efforts to assist victims and witnesses.

8) DOJ has transferred to HUD $60,000 from the LEAA Office of Community Anti-Crime Programs (OCACP) for technical assistance to encourage local city-wide public and private partnerships in both the HUD Urban Initiatives Anti-Crime Program and the new ACTION/LEAA Urban Crime Prevention Program, which also is part of the President's National Urban Policy.

9) The Department of Health, Education and Welfare (HEW) Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) is transferring to HUD up to 500,000 for alcohol, drug abuse and mental health prevention and treatment programs in and around the public housing sites.

10) The Department of Interior (DOI), Heritage Conservation and Recreation Service (HCRS), is cooperating closely with HUD to provide technical assistance to PHAs on the rehabilitation of recreational facilities and the planning of recreational security. This assistance is aimed at helping PHAs work with their city or county governments in the development of grant proposals for the Urban Parks and Recreational Recovery Program (UPARR). UPARR is an element of the President's National Urban Policy and, as such, emphasizes cooperative local efforts between general purpose city or county governments and special authorities, such as PHAs. It is anticipated, therefore, that PHA Anti-Crime sites will be included in city or county proposals for recreational facility rehabilitation or innovative programs during Fiscal Year 1980, and that several of these proposals will be funded.

11) The HEW Administration on Aging (AoA) may consider locating multi-purpose senior centers in housing projects receiving Anti-Crime awards -- although AoA has not yet made any specific dollar commitments.

12) The HEW Administration on Children, Youth and Families (ACYF) may consider co-targeted assistance -- although no specific dollar commitments have yet been made.

13) ACTION will work with LEAA in their joint Urban Crime Prevention Program to co-target awards to organizations which undertake community-based crime prevention in some neighborhoods adjacent to HUD Anti-Crime Program sites.

Interagency Agreements or drafts among HUD and all of these agencies are found in Appendix 2. Table 2 summarizes the role of each agency.

The Act also mandates Federal cooperation among HUD, the Community Services Administration (CSA) and ACTION. HUD has proposed specific coordination and an interagency agreement with CSA. There has been close and fruitful coordination among ACTION, LEAA, and HUD on the Urban Crime Prevention Program. In addition, HUD has proposed an Interagency Agreement with ACTION to co-target VISTA Volunteers to the Anti-Crime Program. However, ACTION has not been able to do so because of its continuing resolution budget status.

HUD is attempting to negotiate agreements with additional Federal agencies. For example, in the Notice announcing the Anti-Crime Program, the Department of Commerce (DOC), Economic Development Administration (EDA), approved the statement that, "Activities proposed by PHAs in coordination with local government that include a significant economic development component may qualify for EDA assistance, subject to the availability of funds." However, EDA has not yet made decisions on such assistance.

Local Contributions Leveraged

In response to the legislative mandate for local as well as Federal co-targeted funds, HUD required a local contribution of at least 10 percent of the Federal funds requested by an applicant PHA. With available Federal program funds totaling over $30 million, this assured at least $3 million more in local commitments. In fact, over $8 million in local contributions were committed, so that the average local contributions approached not 10 percent but 30 percent of the Federal funds available. The local commitments mainly are for staff salaries and related anti-crime services.

Total Impact

Table 2 shows how the commitments made to date break down in terms of agency source and broad use -- administration and programmatic funds awarded to PHAs, Federally controlled technical assistance funds, and Federally controlled evaluation funds. The purposes of the programmatic funds also are indicated.

To date the total impact of the Program is over $41 million -- and is expected to grow as additional agencies co-target resources. Fifty-one percent is for "software" programming -- HUD, DOL, DOJ, HEW, and local contributions for salaries, anti-crime and criminal justice services, administration, technical assistance and evaluation. Forty-nine percent

of the funding is for "hardware" programming -- the physical and environmental changes possible through the HUD modernization loan authority. Past Federal experience and widespread criticism of "hardware" 7/ suggests that "software," people-oriented, community, criminal justice and other service intensive programs can have a greater, more cost-effective impact on crime prevention for the dollar -- and so HUD will continue to seek "software" funds.

PROGRAM AWARDS AND ACCOMPLISHMENTS

The Program Competition

The Act states that, "In selecting public housing projects to receive assistance under this section, the Secretary (of HUD) shall assure that a broad spectrum of project types, locations and tenant populations are presented..."

After integrating the Act with the earlier announced Presidential initiative, it was necessary to work out with the Office of Management and Budget the many budgetary questions that arose because of the involvement of so many agencies. Former Secretary Harris then announced and HUD carried out an open competition among all PHAs in the nation for the available funds during the spring and summer of 1979.

The two Program Notices announcing the competition are found in Appendix 3. There are separate Notices for "larger" PHAs -- with 1,250 or more Federal public housing units in management -- and "smaller" PHAs -- with less than 1,250 Federal units in management. Considerably more funds were made available for the larger PHAs -- because almost all evidence shows crime to be committed disproportionately in larger cities. But some funds for smaller PHAs also were made available -- because of considerable need in many of these places, which often do not qualify for innovative new Federal efforts.

In May of 1979, after the Notices were issued, regional technical assistance conferences were held for applicants in Washington D.C., New York, Chicago, San Francisco and Atlanta. Applications were due in late June, semi-finalists were announced in July, and detailed technical assistance was given to semi-finalists in August. A careful, two stage evaluation of the proposals was made by an interagency team (the Notices contained the selection criteria). PHAs in the competitive range were recommended to the Assistant Secretary for Housing, who made the final decisions. Award winners were announced by Secretary Landrieu on September 27 at the annual meeting of the National Association of Housing and Redevelopment Officials, in Atlanta (Appendix 4).

The Projects and Populations Chosen

With crime the number one concern of public housing residents, the Program proved to be extremely popular and generated a very large volume of Congressional correspondence. One hundred and seventy applications were

submitted and 39 received awards. There are 27 larger PHAs and 12 smaller PHAs. Only the scarcity of funds -- particularly "software," professional staff and people-oriented anti-crime and criminal justice services -- prevented more PHAs from receiving awards.

Table 3 shows all the PHAs receiving awards and the Federal and local funds obligated. Geographically, the sites include the South Bronx in New York, Atlanta, Dade County (Miami), New Orleans, San Antonio, San Francisco, Seattle, the Blackfeet Indians (in Browning, Montana), Chicago, Detroit, Cleveland and Lucas County (Toledo), among many others.

A wide variety of building types is included -- from high rises to row houses.

The Act calls for HUD to provide a safe living environment for the residents of public housing, "particularly the elderly residents of such projects." Table 4 shows that a substantial elderly population is embraced by the Program. The ethnic distribution of the populations served also is given.

The populations in most of the sites have low income levels, high unemployment rates, high percentages of people receiving Aid for Dependent Children, high percentages of female-headed single parent households and high percentages of youth.

The Release of Funds and the Refinement of Work Plans

Secretary Landrieu's announcement of award winners in late 1979 obligated the HUD, DOL and LEAA victim/witness funds to specific PHAs. HUD's goal is to complete the release of these obligated funds by June 30, 1980. The LEAA Juvenile Justice and Delinquency Prevention and the HEW Alcohol, Drug Abuse and Mental Health Administration funds will be obligated in April of 1980 to some of the original 39 PHA award winners through a "mini competition" among them. Every attempt will be made to release these funds by June 30, 1980, as well. 8/

When awards were announced, the PHA applications were designated as "work plans." The period between fund obligation and release has been necessary to refine the work plans, hire local and Federal staff, integrate the many sources of Federal and local funds, and establish a management by objective system to insure systematic and cost-effective administration of this innovative new program. Each PHA also has undertaken a "vulnerability analysis" to completely diagnose its crime problems and modify its solutions accordingly. The analysis was developed through contracts made by HUD's Office of Policy Development and Research.

At any one PHA, the Program will run for a period of two years, beginning at the point in time when the obligated HUD modernization funds are released by Field Offices. 9/ At the present time, some of the funds from other agencies run for 1 year (e.g., ADAMHA) and some for 2 years (e.g., OJJDP).

This means that, for most PHAs, the Program will run roughly from June 1980 to June 1982. An Anti-Crime Coordinator who reports directly to the Executive Director of the PHA will administer the program locally. Administration is subject to the review of a local Anti-Crime Oversight Team, composed of representatives from the PHA, the tenant organization, the Chief Executive Officer of local government, the Chief Local Law Enforcement Officer, the HUD Area Office, and other local institutions, as appropriate. Standard Federal monitoring procedures will be in effect. HUD Central Office Anti-Crime professionals with extensive credentials and background in crime prevention are providing ongoing technical assistance and monitoring the program.

PROGRAM AREAS: DEVELOPMENT OF A SOUND KNOWLEDGE BASE AND MANAGEMENT BY OBJECTIVE

Facts and Consensus on What To Do

Along with its success in co-targeting and leveraging so many sources of funds to these carefully chosen sites, the Program has, as its other major achievement, established a sound base of knowledge upon which action can be implemented.

Often, it has been said that domestic programs, whether in the private or public sector, are ad hoc. There may be little conceptual understanding of underlying causes and "street level" realities. The intent of the Act and the Presidential initiative was to avoid this. Given the effect of inflation and the threat of Proposition 13, Congress and the Administration sought to create an imaginative yet highly cost-effective initiative, based on the best available knowledge of what causes crime and what programs work against it.

This Report is not the place to detail the causes of crime. That has been done by HUD representatives during several Congressional testimonies. 10/ However, HUD has accepted the broad conclusions of the 1967 Presidential Crime Commission and the 1969 Presidential Violence Commission. Those Commissions understood that crime is part of an interrelated cause-effect web of poverty, institutional racism, relative deprivation, limited employment opportunity, poor education, inadequate housing, broken homes, and reduced family functions. 11/

HUD also recognized evidence of a two-way causal relationship between crime and urban decay. It conventionally is held that the physical deterioration of residential neighborhoods, disinvestment, housing abandonment, block busting, and the like encourage crime. But the causal pattern works the other way as well: crime leads to deterioration. 12/ This means that an anti-crime policy also is an urban revitalization policy.

After accepting the well-researched positions of the Presidential Commissions, HUD concluded that a comprehensive approach was needed in which criminal justice was linked with economic justice and crime

prevention with neighborhood redevelopment. Such a strategy, it was thought, could build upon the pathbreaking and extremely promising Community Anti-Crime Program at LEAA.

Not only does this kind of action respond to the causes of crime, but, in a very practical way, it maximizes the impact of PHAs, citizens, government and businesses working in partnership. For example, the traditional -- and still very much needed -- approach to crime control through reforms in the criminal justice system (police, courts and corrections) can be leveraged against and integrated with the much more substantial urban, neighborhood, economic and human development funding in non-criminal justice agencies.

It is critical to recognize this new conceptual and policy departure, linking criminal justice programs with those of many other agencies. Without the linkage, the interagency cooperation mandated by Congress would have been impossible to achieve.

The linkage and the Congressional mandate also were sensitive to American public opinion -- a central consideration in defining what is feasible to achieve in the real world. When asked in a recent poll what to do about crime, Americans answered most frequently with "cleaning up social and economic conditions in our slums and ghettos," and almost as frequently with "criminal justice strategies." 13/

Program Areas

Based on this policy framework and sensitive to such American public opinion, HUD next sought more specific program areas to implement the initiative in a systematic way and establish a management by objective plan to administer the disparate funds at hand.

HUD began to develop the practical program areas through two conferences, designed to pull together all possible views.

The first conference, held in September 1978 and organized by HUD and an outside consultant, brought together tenants, management, and security staff from many local PHAs. The conference participants discussed the problems of crime in their residential complexes, outlined the current approaches being employed to reduce crime and the fear of crime, and presented their ideas on what they would like to see undertaken in the future.

The second conference was held in October 1978. It was organized by HUD's Office of Policy Development and Research, HUD's Office of Housing, and an outside consultant. The conference brought experts and practitioners in crime prevention and criminal justice together with researchers and government officials. Participants sought to identify the essential components of an effective crime reduction program and addressed a broad range of planning, implementation, and evaluation issues.

The consultant submitted to HUD a report that both summarized the recommendations of the conferences and reviewed all written material on past and current prevention effects in and around public housing. Appendix 5 contains the last chapter of that report.

HUD then organized all of this information and all of the recommendations into common categories. These became operational program areas -- built up inductively from the grass roots and the best available expertise.

Elaborated upon later, the program areas are:

PHA Action

1.1 Improved PHA management of public safety
1.2 Rehabilitation of anti-crime facilities and physical design

CITIZEN ACTION

2.1 Tenant anti-crime participation
2.2 Youth employment
2.3 Special anti-crime services -- youth, elderly, anti-drug/alcohol abuse, victim/witness, crisis intervention

LOCAL ACTION

3.1 Additional and more sensitive law enforcement
3.2 Area-wide public/private partnerships targeted on the public housing sites and surrounding neighborhoods

The program areas cover causes as well as symptoms, inner human motivations and environmental factors, community and criminal justice perspectives, prevention and control, "law and order" and social reform, and structural as well as incremental change. They include but proceed beyond the Act, which mandated HUD to "consider the improvement of physical security equipment for dwelling units in those projects, social and environmental design improvements, tenant awareness and volunteer programs, tenant participation and employment in providing security services, and such other measures as deemed necessary or appropriate by the Secretary."

Each PHA which applied for funds was required to address each program area. The Notice announcing the program was accompanied by a Guidebook which summarized available knowledge in a practical way and organized concrete ideas that might be tried within the program areas. Appendix 6 contains the Guidebook.

Appendix 7 contains a table which shows how each of the many sources of funds in the program fits into the program areas. In effect, this table shows how HUD channeled monies defined through administrative regulations into practical strategies based on available knowledge.

The fields of crime prevention and criminal justice are filled with controversy and contrasting views. The debates at the conferences made clear that there are no simple solutions or catch phrases.

The only consensus among the professionals who now staff the Anti-Crime Program, others whose knowledge HUD has tapped and the review of what has been tried in the past is that none of the program areas has the

answer. No one program area is necessarily superior to any other. All program areas are necessary for a comprehensive effort with any hope of success at any one public housing site. Each needs to complement and reinforce the others -- management, physical changes, tenant organization, employment, services, law enforcement, and area wide public/private coordination.

By obligating the funds and requiring that all program areas be addressed, HUD has provided the tools with which localities can implement the Program. There are many ways in which the program areas can be constructed and implemented in any one place. Crime is a local problem and, within the broad program areas, HUD is encouraging imaginative, individually tailored solutions which meet the day-to-day problems and "street-level" needs which tenants, PHA officials and other people in the community perceive to be most important.

To better explain what now is being implemented across the nation, the program areas are described more completely below. The rationale for each program area is given, followed by actual examples of what some of the PHAs in the Program are doing to address it.

Program Area 1.1: Improved Management of Public Safety by the Public Housing Agency

Rationale. Because of its front-line position, management has the direct and immediate responsibility for crime prevention within a public housing project. Management not only influences the safety of the environment by anti-crime planning and contact with police and other outside agencies, but also by its own policies and practices. Public safety management issues include the role and training of internal security forces, tenant screening and eviction, and the exterior personalization of buildings to facilitate tenant social interaction and stake.

Examples of What is Being Done. Each PHA in the Program has been required to hire a qualified, experienced Anti-Crime Coordinator to administer the effort locally and report directly to the PHA Executive Director. Some management initiatives include:

- Providing resident security guards with intensive Police Academy training.
- Reviewing with tenants PHA selection and screening policies.
- Clustering elderly residents in suitable buildings to increase the possibility of extra police protection and reduce fear of crime.
- Reducing vandalism by faster preparation of vacant apartments for occupation by new residents.

Program Area 1.2: Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

Rationale. The new program needs to be run out of adequate facilities and offices, so one key use of the HUD modernization loan authority will be to rehabilitate space to be used for implementing all the other program areas.

As for physical redesign of the environment, there are several arguments for how it can be effective in reducing victimization. First, it is said that the physical environment can independently prevent crimes (or make them very difficult) through target hardening.

Second, changes in the physical environment are thought to encourage the formation of territorial attitudes and behavior among residents so that they adopt stronger proprietary feelings and assume a greater responsibility in increasing the likelihood that an offender will be impeded or apprehended.

Thirdly, regardless of what residents do, physical environmental design is said to have the potential for deterring an offender from choosing a particular location as a target because s/he does not see it as an opportunity for crime.

Last, it has been asserted that the impact of physical design or redesign can be made even stronger if 1) consideration is given to the social and economic factors associated with the crime and 2) residents are actively involved in planning and implementing crime prevention programs.

Partial proof exists for some of these assertions. 14/

Examples of What is Being Done. Beyond various anti-crime, security, service, youth, elderly, employment, and in-project police facilities being built, PHAs are:

- Erecting real and psychological barriers to demarcate areas intended for specific uses by specific resident groups.
- Changing access routes by constructing physical barriers, landscaping, walkways and lighting to increase resident security and cut down on unauthorized use.
- Providing more secure lobbies, metal sheathed or solid core wood doors, peep holes, dead bolts and/or double locks, steel framed windows, window locks and steel security screens on first floor windows.

- Installing emergency communication systems for residents (especially the elderly) to call police and security personnel.

Program Area 2.1: More and Improved Tenant Organization Against Crime -- Including Patrols, Surveillance, Education and Training of Tenants in Their Roles and Responsibilities

Rationale. The argument for an active role by tenants in anti-crime programs is based on participatory democracy.

Past experience suggests that receiving "help" from outsiders often perpetuates the sense of impotence and powerlessness that is a cause as well as a consequence of poverty. Independence is difficult when one person is constantly in the position of magnanimous donor and the other in the position of perennial recipient.

Hence, many argue that, to be successful, an anti-crime program must emerge from changes in the project community itself -- and the people who compose it. The emphasis is on enabling the poor to take charge of their own lives -- on helping them gain a feeling of competence and worth, a sense of being somebody who matters. Spurred by recommendations by the National Advisory Commission on Criminal Justice Standards and Goals, police officials now increasingly believe that active and serious citizen involvement is essential if crime is to be substantially reduced. Out of necessity, residents have been encouraged to assist undermanned and overtaxed police forces in the development of healthy and secure neighborhoods and projects. There is some evidence to show the positive effects of citizen anti-crime programming. 15/

Examples of What Is Being Done. Tenant organizations were involved in planning the PHA anti-crime applications and will sit on the Anti-Crime Oversight Team which helps monitor the Program. Tenant representatives have participated in and will continue to work toward identifying problems, establishing priorities, and delineating activities to ameleorate high priority problems. Such activities include:

- Staffing and coordinating tenant patrols, block watches, and floor watches.

- Providing escort services for elderly residents by youth to reduce victimization and fear of victimization.

- Disseminating pertinent information to project residents on crime prevention issues, crime reporting procedures and crime protection techniques in coordination with the Police Department and the PHA Security Office.

. Undertaking Operation Identification programs--in which valuables are engraved with a unique identifying number to reduce the possibility of burglary and increase the possibility of recovering stolen goods.

Program Area 2.2: Increased Full and Part Time Employment of Tenants -- Especially for Youths and Especially for Anti-Crime Activities in and Around the Project

Rationale. Crime in and around public housing projects is disproportionately committed by teenagers and youths, who often experience unemployment rates of 60 percent and over.

The relationship between unemployment and crime has been debated. However, reasonably persuasive scientific findings by one scholar recently were presented to the House Subcommittee on Crime. The findings include that: 16/

. Property crime and delinquency are significantly related to unemployment.

. Admissions to prisons and the homicide rate also vary with unemployment.

. A 1 percent increase in unemployment results in substantial increases in criminal activity.

. Overall, the interaction among the three major national economic indicators -- unemployment, gross national product, and the consumer price index -- is associated with more than 90 percent of the variation in criminal statistics since the early 1900's.

. Cyclical economic fluctuations, particularly relating to employment patterns, traditionally have been among the most important sources of influence on the crime rate.

A number of other studies have demonstrated statistical relationships between unemployment rates and the incidence of crime and juvenile delinquency. Arrest rates are much higher among persons with employment problems. A criminal record and incarceration reduce the chances of successful employment and thus help promote recidivism. 17/

Examples of What Is Being Done. PHAs are using the DOL YCCIP funds for training and employment of young people in positions that are integral parts of the Anti-Crime Program and that can lead to primary labor market opportunities. The training and work includes:

- Installation of security hardware, related capital improvements and architectural changes.

- Maintenance and repair of buildings.

- Inclusion in "team policing" units with carefully trained police officers and employment as paraprofessionals in special youth, recreation, alcohol/drug abuse, and elderly programs.

- Landscaping and upkeep of recreational areas.

PHAs have developed a variety of approaches in designing youth employment programs to complement the anti-crime effort. In one PHA, youth will be trained in security hardware installation, and the PHA will work to establish a small business in which these youth can continue to work after program completion. In another PHA, vocational training will be provided for resident youth by arrangement with the local community college. Agreements with unions have been reached in other PHAs to assist youth in taking the step from program participation at the PHA to a union apprenticeship. Some PHAs also are establishing agreements with local educational agencies to allow academic credit for program experience.

Not uncommonly, a job developer will be hired to generate further employment opportunities for unemployed resident youth after the YCCIP program. This person will prepare the youth for entry into the job market with orientation sessions; follow-up on work performance, work habits and attendance with the construction supervisor; and investigate the possibility of entry into more programs for capable resident employees. In other instances, projects have developed cooperative relationships calling for placement services to be provided by either the CETA prime sponsor or the job service.

Program Area 2.3: More and Improved Special Services to Combat Crime and Assist Victim/Witnesses

Rationale. The case for special services is that, as complements to the other Program Areas, they can directly reduce crime and fear, improve the community's sense of well being, reduce vulnerability, increase social cohesion and increase resistance to offenders.

In particular, there is considerable evidence that an integrated approach to a wide variety of services addressing the needs of youth in a single facility can yield dividends in terms of crime reduction and improved quality of life. 18/

For the same reasons, other services being encouraged in the Program to directly reduce crime include special efforts with the elderly and single female household heads -- as well as prevention and treatment

innovations that deal more directly with drug or alcohol abuse and mental or emotional disorders.

Available evidence also suggests that criminal justice victim/witness services have great potential. 19/ Witnesses can be better protected as they testify in court. Fear often makes the poor unwilling to come forward and testify, which decreases the chance of conviction and therefore encourages lawlessness. Victims of rape, assault and other violence (who are witnesses as well) deserve more sensitive counseling, legal, and medical service -- not only for their own sakes, but also as a way to reduce violence. For example, spouse and child-abuse counseling can discover the possibility of future violence and lead to actions that can prevent it.

Examples of What Is Being Done. Among other innovations, PHAs in the Program are:

- Implementing youth and substance abuse efforts which, like the House of Umoja in Philadelphia, use indigenous and community street-wise counselors who command the respect of youth to facilitate individual and peer self-help, motivate youth to reassess their values and identities, channel gang activity into constructive directions, and create an atmosphere in which youth become receptive to remunerative employment.

- Matching elderly and youth residents in a community-wide Friendly Visitor program.

- Providing services for elderly victims with the support and assistance of Senior Homemakers employed under Title V of the Older American Act.

- Initiating a Silent Witness Program--in which project residents can call police and report crimes without giving their names or testifying in court.

Program Area 3.1: Increased Use of Better Trained Police Officers

Rationale. The traditional rationale for police is that they deter crime. However, there is no assurance that, beyond a certain point, more and more police will deter more and more crime. There is little solid evidence on when such diminishing returns set in, but there is considerable proof that the impact of deterrence clearly has its limits. 20/

Still, there often is very inadequate police coverage in public housing projects -- and this argues for increasing law enforcement resources in the Program to whatever point diminishing returns do set in. In addition, there is some evidence that officers who receive sensitivity training -- for example in family crisis intervention and through team policing -- can relate better to tenants, gain their trust, encourage cooperation and so draw on community resources to help law enforcement prevent crime. 21/ Such sensitivity training is being encouraged in the Program.

Examples of What Is Being Done. In selected cities:

- The Police Department will establish a new police unit, located within the targeted developments, to deliver specialized police services to project residents. The Department will provide 30 specially selected and trained police officers, two supervisor-sergeants and five police cars--for a total in-kind contribution of $1,780,232.

- The quality of city patrol officers assigned to the public housing areas will be improved by developing a project-oriented police training model. The model will include sensitivity training, housing project social dynamics, interpersonal communication and a housing management orientation.

- The resident organization will secure off-duty city police coverage for the project 6 hours a day, 7 days a week. These officers live with their families near or within the public housing environment.

- The PHA security force will be augmented by security aides who will patrol the projects under the supervision of a PHA security officer.

- The PHA will coordinate with police to develop a hot line system and compile statistics needed for police program adjustments.

- The PHA will make space available in the Project Community Center to serve as a police precinct substation This will give city police operations a project focus for tenant-police communications.

Program Area 3.2: Stronger Linkages with Programs from Local Government and Other Sources Which Co-Target on the Project and the Surrounding Neighborhoods -- Residential, Recreational, Commercial and Industrial

Rationale. The justification for this program area is that the relationship between crime in a specific project, adjacent recreational and residential areas, and adjacent or nearby commercial and industrial areas needs to be known when designing a comprehensive approach to crime prevention. There are patterns of crime mobility between housing projects and surrounding neighborhoods. Some crime may be by and on project residents. Other crime can involve "invasions" from outside neighborhood residents into the projects or by project residents into outside neighborhoods. Area-wide planning is needed -- to implement neighborhood solutions in which local government acts in partnership with the private sector.

Examples of What Is Being Done. In some of the Anti-Crime Program localities:

- Funding will be sought from the HCRS Urban Park Program to rehabilitate playgrounds, indoor recreation facilities and neighborhood centers in a way that further integrates Anti-Crime Program youth, tenant and substance abuse objectives.

- The PHA will link the HUD Anti-Crime Program with existing activities outside the target project through an existing LEAA Community Anti-Crime Program.

- Neighborhood businesses will be linked with anti-crime youth training and employment efforts.

- EDA applications are being prepared to provide expanded industrial facilities and more jobs for project residents as new industries locate in the target area.

- A Local Community Action Agency has requested funding from CSA to support implementation of citizen participation in anti-crime activities in surrounding neighborhoods.

- The city will apply for assistance from ACTION for VISTA volunteers to work as social service coordinators in the target area.

- The city will seek an AoA grant to fund evening activities for senior citizens -- once their ability to move freely through the project at night has been established.

PROFESSIONAL STAFF AND OTHER TECHNICAL ASSISTANCE

The Act did not provide for professional staff or technical assistance. At the same time, a consistent theme among PHA directors and tenants at the conferences was that they, along with HUD Anti-Crime staff, were in the best positions to develop the Program. There was some resistance to technical assistance -- other than from special HUD Central Office Anti-Crime staff and related expertise. 22/

As a result, there are three levels of professional assistance in the Program: 1) the HUD Central Office Anti-Crime staff and other professionals at HUD, 2) professionals at other agencies, and, 3) technical assistors hired by HUD through a small Central Office consulting pool or by PHAs through funds at their discretion.

No permanent HUD Central Office positions were available for the Program. For the most part, staffing was done through temporary positions, with staff on board by mid-February 1980 and most positions scheduled to be terminated by mid-September 1980. The professional profiles in Appendix 8 portray a team that HUD believes is exceptionally well-qualified to provide Central Office-based, as well as site-specific,

field technical assistance. The Anti-Crime professionals have credentials, expertise and practical experience in security management, environmental psychology and design, community and tenant anti-crime activity, youth employment and special program management, policing, local criminal justice administration, local government and liasion with it, HUD and other Federal agency programs and policy, and anti-crime research. Consonant with the Program's management by objective, there is staff expertise for each program area. Clearly, sufficient HUD Central Office Anti-Crime staff positions are needed to see the Program to successful completion in June 1982.

Additional HUD technical assistance is represented by Central Office professionals working with the Low Income Public Housing Program; Central Office experts in the Offices of Community Planning and Development, Neighborhoods, Policy Development and Research, and Administration; and HUD Regional and Area Office Anti-Crime Coordinators designated for the Program.

At a second level, each of the other Federal agencies in the Program is providing Central Office and, in some cases, Regional Office professional expertise. DOJ is providing technical assistance through some of its ongoing contracts with outside consultants. For many PHAs, their local contributions include provision of professional technical assistance. Some PHAs also expended operating subsidy funds on technical assistance and all had the discretion to retain consultants with small portions of the programmatic Anti-Crime Modernization and CDBG funding received. 23/

At the third level, $260,000 in HUD/CDBG, DOJ/OJJDP and DOJ/OCACP funds were pooled to provide programmatic and site-specific technical assistance contracted federally to outside consultants for both the HUD Anti-Crime Program and the ACTION/LEAA Urban Crime Prevention Program.

The organizations and individuals outside of government providing technical assistance through all of these means or through the conferences are listed in Appendix 9.

In late spring of 1980, a national technical assistance conference will be held among tenants, Federal anti-crime professionals, other Federal staff, HUD Area Office Anti-Crime Coordinators, PHA staff and consultants to share experiences to date and plan for the future.

EVALUATION

The Act mandates an evaluation of the Program and "a survey of crime and vandalism existing in the nation's public housing projects." More recently, however, discussions with the House Select Committee on Aging and the House Subcommittee on Housing have led to the recognition that the planned evaluation would fulfill most of the survey's functions. As a result, a formal survey no longer is planned.

The Request for Proposals (RFP) for the evaluation contract was announced in February 1980 and is enclosed as Appendix 10. It is expected that a contract will be awarded by June 1980. The RFP's evaluation design incorporates suggestions made by the General Accounting Office (GAO), the Chairman of the House Select Committee on Aging, and the Chairman of the House Subcommittee on Housing.

The evaluation will provide "impact" and "process" assessments through site-specific studies of 10 to 16 of the 39 demonstration projects. The sites will be selected to represent the range of crime-related problems and anti-crime strategies and resources, thereby enabling program-wide conclusions to be drawn, as well.

The evaluation will include pre-post "impact" assessments of crime and victimization rates, vandalism costs, youth employment, residents' fear of crime, and related behavior and attitudes. In order to afford a more careful interpretation of these site-specific impact measures, pre-post surveys also will be conducted at a "best-fit" comparison public housing site for most demonstration sites being evaluated. In addition, in order to address the crime displacement issue, pre-post surveys will be conducted in the residential areas surrounding the demonstration and comparison sites.

A detailed "process" evaluation also will be conducted. Its function includes the documentation of what anti-crime activities actually are undertaken (whether or not they are directly supported by the program) and when each activity is initiated and completed. Documentation and analysis of any proximate or intermediate impacts of these activities will make a significant contribution to this phase of the evaluation. The process assessment is expected to help explain how and why certain impacts occur in each demonstration project.

For both "impact" and "process" assessments, specific attention will be paid to the youth employment component (funded by DOL).

While the focus of the evaluation effort is on site-specific anti-crime efforts, the opportunities for generalization will not be overlooked. Ultimately, the evaluation will be concerned with the transferability to other public housing sites of the strategies and activities employed at the demonstration sites.

The evaluation (including 18 months of process assessments and a 12-month impact assessment) will produce interim and final reports, along with two

formal briefings to discuss the implications of the emerging findings.

Although the evaluation is consistent with the 18-month period specified by the Act, past experience with efforts less ambitious than the Urban Initiatives Anti-Crime Program and discussions which HUD has undertaken with the most distinguished researchers in the field suggest that this is far too short a period of time to demonstrate many of the anti-crime impacts. 24/ While the "process" evaluations should, within a relatively short span, provide information on a number of immediate and emerging impacts, it can be anticipated that a longer period would be needed to measure impact before measures of ultimate success fairly can be taken. Accordingly, HUD believes that, while preliminary recommendations may be justified as a result of the presently planned evaluation, final decisions on the demonstration can be made only after additional information can be provided. The question of the appropriate length of time for measuring the demonstration's impact is currently under review.

THE FUTURE

Without a cent of newly appropriated funds, the Urban Initiatives Anti-Crime Program has co-targeted and leveraged over $41 million from 13 Federal agencies and local contributions -- because of the legislation and support by the Administration.

Based on the best available knowledge, the Program is implementing a potential model of Federal/local, public/private partnerships for the 1980's, which can improve the quality of life in some of the nation's most needy public housing neighborhoods. This is being done in a practical, systematic, cost-effective way that manages by objective, targets funds during a period of high inflation, avoids simply throwing money at problems, and is equally careful not to excessively water down resources.

The Program is being implemented locally from roughly June 1980 to June 1982. The temporary positions of HUD Central Office Anti-Crime staff will expire in September 1980. The obligated Federal funds run for different lengths of time -- from 1 to 2 years. The "impact" evaluation will measure a 12 month period, though no major results can be expected in so short a period of time.

By March 31, 1980, the Act directs the Secretary of HUD to make "if appropriate, legislative recommendations (with cost estimates) for a comprehensive program to increase security in public housing projects and for increasing coordination between anti-crime programs of other State and Federal agencies that may be used by public housing authorities."

Although much has been achieved, clearly it is too early and therefore not appropriate for such recommendations. But, with adequate nurturing, the promise is great for successful anti-crime programming in subsidized housing. As a demonstration, the Program will be meaningless unless sufficient time and HUD Central Office staff resources are allowed for answers to emerge.

One of the events which triggered the Act was the brutal murder in Miami of an elderly public housing resident, who also was a poet. Shortly before his death, he wrote: 25/

Something might happen tomorrow,
Today, or tonight, I don't know;
But I am living so narrow
Without flowers nor money,
Lonely, praying for love.

HUD, along with the Program's Federal and local partners, recommits itself to do what is possible, so that the elderly and all residents of public housing can live less narrowly, more securely and with greater dignity.

TABLES

TABLE 1

COMPARISON OF CRIME VICTIMIZATION RATES IN PUBLIC HOUSING PROJECTS AND OVERALL LOCAL JURISDICTIONS IN WHICH THEY ARE LOCATED 1/
(Rates per 1000 Population Aged 12 and Older)

PLACE / CRIME	BOSTON		DADE COUNTY		DISTRICT OF COLUMBIA		BALTIMORE		LOS ANGELES	
	FOUR HOUSING PROJECTS	CITY-WIDE	HOUSING PROJECT: SCOTT/ CARVER HOMES	COUNTY-WIDE 5/	HOUSING PROJECT: CAPPER DWELLINGS	CITY-WIDE	HOUSING PROJECT: MURPHY HOMES	CITY-WIDE	HOUSING PROJECT: NICKERSON GARDENS	CITY-WIDE
ROBBERY	56	31	47	10	48	17	114	35	50	16
PURSE SNATCHING 2/	NA 6/	5	NA	2	11	5	36	9	28	NA
ASSAULT	23	35	35	12	16	13	33	41	50	27
SEXUAL ASSAULT 3/	5	2	5	1	8	1	18	2	3	2
BURGLARY 4/	NA	149	NA	85	500	75	593	118	610	149
LARCENY (HOUSE HOLD)	159	93	278	66	101	51	7	124	525	145

TABLE 1: NOTES

1. The victimization rates for Public Housing Projects are based on data collected over different periods of time at different sites from 1974 through 1976. See William Brill Associates, (1976a), (1976b) and 1976c). The city-wide victimization rates are for the year 1974 and are taken from U. S. Department of Justice, (1975a), (1975b) and (1976).
2. These are the successful incidents only.
3. The sexual assault category includes rape and attempted rape.
4. The burglary category includes both successful and attempted burglary.
5. The Dade County Project is compared with the City of Miami because comparable county victimization data are unavailable.
6. "NA" indicates that data are unavailable.

TABLE 2

URBAN INITIATIVES ANTI-CRIME PROGRAM

FUNDS OBLIGATED TO PUBLIC HOUSING AGENCIES AS OF MARCH 31, 1980

FUNDING SOURCE 1/ / PUBLIC HOUSING AGENCY (PHA)	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS---FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	DOL OYP FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	HEW ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HEW)	TOTAL LOCAL LEVERAGED MATCHING FUNDS---FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE" 2/	GRAND TOTAL IMPACT OF PHA OBLIGATIONS AS OF MARCH 31, 1980
Larger PHAs (1250 or more Federal Units in Total Management)									
Allegheny Co., PA	196,000	30,000	100,000	-0-	-0-	-0-	326,000	33,100	359,100
Atlanta, GA	1,263,000	40,000	355,000	-0-	20,000	-0-	1,678,000	220,980	1,898,980
Baltimore, MD	670,000	60,000	230,000	83,500	20,000	47,800	1,111,300	140,697	1,251,997
Buffalo, NY	625,000	60,000	270,000	100,000	20,000	-0-	1,075,000	166,337	1,241,337
Cambridge, MA	237,000	30,000	100,000	-0-	20,000	48,000	435,000	360,000	795,000
Charleston, W.VA	141,000	40,000	268,000	-0-	20,000	48,000	517,000	50,000	567,000
Charlotte, NC	275,000	75,000	150,000	83,500	20,000	48,000	651,000	50,000	701,500
Chicago, IL	2,704,000	250,000	458,000	83,500	20,000	48,000	3,563,500	1,979,117	5,542,617

TABLE 2, CONTINUED
URBAN INITIATIVES ANTI-CRIME PROGRAM
FUNDS OBLIGATED TO PUBLIC HOUSING AGENCIES AS OF MARCH 31, 1980

FUNDING SOURCE 1/ / PUBLIC HOUSING AGENCY (PHA)	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	DOL OYP FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	HEW ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HEW)	TOTAL LOCAL LEVERAGED MATCHING FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE" 2/	GRAND TOTAL IMPACT OF PHA OBLIGATIONS AS OF MARCH 31, 1980
Larger PHAs (1250 or more Federal Units in Total Management) (Continued)									
Cleveland, OH (Cuyahoga Metro)	671,000	114,000	150,000	-0-	-0-	-0-	935,000	186,550	1,121,550
Dade County, FL	275,000	71,000	153,000	100,000	-0-	-0-	599,000	317,150	916,150
Detroit, MI	1,352,000	50,000	474,000	-0-	20,000	-0-	1,896,000	619,740	2,515,740
Hartford, CT	658,000	79,000	250,000	100,000	20,000	-0-	1,107,000	171,156	1,278,156
Jersey City, NJ	255,000	95,000	-0-	-0-	20,000	-0-	370,000	65,900	435,900
Los Angeles, CA	165,000	30,000	100,000	-0-	-0-	-0-	295,000	76,990	371,990
Louisville, KY	726,000	99,000	149,000	83,500	-0-	48,000	1,105,500	100,036	1,205,536
Newark, NJ	750,000	30,000	160,000	-0-	-0-	-0-	940,000	95,725	1,035,725

TABLE 2, CONTINUED
URBAN INITIATIVES ANTI-CRIME PROGRAM
FUNDS OBLIGATED TO PUBLIC HOUSING AGENCIES AS OF MARCH 31, 1980

FUNDING SOURCE 1/ / PUBLIC HOUSING AGENCY (PHA)	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS---FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	DOL OTY FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	HEW ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HEW)	TOTAL LOCAL LEVERAGED MATCHING FUNDS---FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE" 2/	GRAND TOTAL IMPACT OF PHA OBLIGATIONS AS OF MARCH 31, 1980
Larger PHAs (1250 or more Federal Units in Total Management) (Continued)									
New Orleans, LA	660,000	53,000	260,000	-0-	-0-	-0-	973,000	117,165	1,090,165
New York, NY	2,310,000	50,000	800,000	-0-	-0-	-0-	3,160,000	426,850	3,586,850
Norfolk, VA	325,000	56,000	500,000	-0-	-0-	-0-	881,000	124,740	1,005,740
Phoenix, AZ	289,000	58,000	153,000	-0-	20,000	-0-	520,500	50,050	570,550
Providence, RI	618,000	30,000	180,000	-0-	-0-	-0-	748,000	78,000	826,000
San Antonio, TX	400,000	33,000	66,000	83,500	20,000	48,000	650,500	169,893	820,393
San Francisco, CA	172,000	30,000	200,000	-0-	-0-	-0-	402,000	58,507	460,507
Seattle, WA	453,000	55,000	166,000	83,500	20,000	48,000	825,500	101,200	926,700

TABLE 2, CONTINUED
URBAN INITIATIVES ANTI-CRIME PROGRAM
FUNDS OBLIGATED TO PUBLIC HOUSING AGENCIES AS OF MARCH 31, 1980

PUBLIC HOUSING AGENCY (PHA) / FUNDING SOURCE 1/	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	DOL OYP FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	HEW ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HEW)	TOTAL LOCAL LEVERAGED MATCHING FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE" 2/	GRAND TOTAL IMPACT OF PHA OBLIGATIONS AS OF MARCH 31, 1980
Larger PHAs (1250 or more Federal Units in Total Management (Continued)									
St. Paul, MI	-0-	16,000	170,000	-0-	-0-	-0-	186,000	18,600	204,600
Tampa, FL	660,000	91,000	250,000	-0-	-0-	-0-	1,001,000	101,255	1,102,255
Toledo, OH (Lucas Metro)	300,000	67,000	132,500	83,500	20,000	48,000	651,000	90,000	741,000
TOTALS for the Larger PHAs	$17,150,000	$1,692,000	$6,165,000	$884,500	$280,000	$431,800	$26,603,300	$5,969,738	$32,573,038

TABLE 2, CONTINUED
URBAN INITIATIVES ANTI-CRIME PROGRAM
BUDGET SUMMARY FOR PROGRAM FUNDS OBLIGATED TO PUBLIC HOUSING AGENCIES

PUBLIC HOUSING AGENCY (PHA) / FUNDING SOURCE 1/	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	DOL OTF FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	HHS ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HHS)	TOTAL LOCAL LEVERAGED MATCHING FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE" 2/	GRAND TOTAL IMPACT OF PHA OBLIGATIONS AS OF MARCH 31, 1990
Smaller PHAs (Less than 1250 Federal Units in Total Management)									
Athens, GA	450,000	45,000	135,000	-0-	-0-	-0-	630,000	124,000	754,000
Blackfeet Tribe Browning, MT	280,000	20,000	120,000	95,000	20,000	-0-	535,000	71,000	606,000
Decatur, IL	357,000	30,000	48,000	-0-	-0-	-0-	435,000	1,120,882	1,555,882
Evansville, IN	320,000	20,000	102,000	-0-	-0-	-0-	442,000	78,183	520,183
Greenville, SC	215,000	20,000	76,000	-0-	-0-	-0-	311,000	31,100	342,100
Jackson, TN	247,000	60,000	150,000	95,000	20,000	-0-	572,000	65,357	637,357
Hampton, VA	303,000	50,000	128,000	-0-	-0-	45,485	526,485	127,000	653,485
Oxnard, CA	164,000	45,000	178,000	-0-	20,000	-0-	407,000	170,000	577,000

TABLE 2, CONTINUED
URBAN INITIATIVES ANTI-CRIME PROGRAM
BUDGET SUMMARY FOR PROGRAM FUNDS OBLIGATED TO PUBLIC HOUSING AGENCIES

PUBLIC HOUSING AGENCY (PHA) / FUNDING SOURCE [1]	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	DOL OYP FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	HEW ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HEW)	TOTAL LOCAL LEVERAGED MATCHING FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE" [2]	GRAND TOTAL IMPACT OF PHA OBLIGATIONS AS OF MARCH 31, 1980
Smaller PHAs (Less than 1250 Federal Units in Total Management) (Continued)									
Prince Georges County, MD	53,000	20,000	30,000	-0-	-0-	-0-	103,000	16,049	119,049
Richmond, CA	69,000	20,000	60,000	-0-	-0-	-0-	149,000	18,000	167,000
Springfield, MA	229,000	20,000	80,000	-0-	-0-	-0-	329,000	159,309	488,309
Taunton, MA	163,000	30,000	138,000	-0-	-0-	-0-	331,000	62,940	393,940
TOTALS for the Smaller PHAs	$2,850,000	$380,000	$1,245,000	$190,000	$60,000	$45,485	$4,770,485	$2,043,820	$6,814,305
GRAND TOTALS FOR ENTIRE PROGRAM — LARGER AND SMALLER PHAs	$20,000,000	$2,072,000	$7,410,000	$1,074,500	$340,000	$477,285	$31,373,785	$8,013,558	$39,387,343

TABLE 2 NOTES

1) These are the actual levels of programmatic funds which PHAs will receive. Federally controlled administrative, technical assistance and evaluation funds are not shown. They are found in Table 3. See pages 3-5 for the full names of the agencies and offices which are indicated by their acronyms on this table. Additional funds from other agencies are expected, but Table 2 only shows funds obligated as of March 31, 1980.

2) The local match was required to be 10 percent or more of the total HUD plus DOL funds originally obligated to the PHA at the time of the competition. Funds from other Federal agencies only became available later.

TABLE 3

URBAN INITIATIVES ANTI-CRIME PROGRAM

GRAND TOTAL OF FUNDS SET ASIDE FOR PUBLIC HOUSING AGENCIES OR USED FOR FEDERAL TECHNICAL ASSISTANCE, ADMINISTRATION AND EVALUATION

FUNDING SOURCE [1] / USE OF FUNDS	HUD PHYSICAL SECURITY MODERNIZATION AND FACILITY REHAB FUNDS	HUD CDBG DISCRETIONARY FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	HUD FD4R FUNDS FOR EVALUATION	DOL OYP FUNDS FOR EMPLOYMENT OF YOUTHS IN TARGETED HOUSING PROJECTS	DOJ OJJDP FUNDS FOR YOUTH CRIME AND DELINQUENCY PREVENTION	DOJ OCJI FUNDS FOR VICTIM/ WITNESS PROGRAMS	DOJ OCACP FUNDS FOR AREA-WIDE COALITIONS	HEW ADAMHA FUNDS FOR ANTI-DRUG/ ALCOHOL ABUSE AND MENTAL HEALTH PROGRAMS	TOTAL FEDERAL TARGETED COMMITMENT AT THIS TIME (HUD+DOL+DOJ+HEW)	LOCAL LEVERAGED MATCHING FUNDS--FOR ANTI-CRIME PROFESSIONALS, RELATED SERVICES AND "SOFTWARE"	GRAND TOTAL IMPACT OF PROGRAM AS OF MARCH 31, 198
Programmatic Funds Awarded to PHAs for Development, Implementation and Action	20,000,000 [2]	2,072,000 [3]	-0-	7,410,000	1,074,500	340,000	-0-	477,285	31,373,785	8,013,558	39,387,343
Federally Controlled Technical Assistance Funds	-0-	178,000	-0-	-0-	15,500	-0- [6]	60,000	22,715	276,215	-0-	276,215
Federally Controlled Administration and Evaluation Funds	-0-	-0-	1,000,000 [4]	590,000 [5]	10,000	-0-	-0-	-0-	1,600,000	-0-	1,600,000
Total	$20,000,000	$2,250,000	$1,000,000	$8,000,000	$1,100,000	$340,000	$60,000	$500,000	$33,250,000	$8,013,558	$41,263,55

TABLE 3

(1) See pages 3-5 for the full names of the agencies and offices which are indicated by their acronyms on this table.

(2) At their discretion, PHAs can use a small percentage of these programmatic funds for technical assistance and consulting.

(3) Up to $10,000 of a CDBG program award to a PHA can be for outside technical assistance and consulting, at the PHA's discretion.

(4) This is an upper limit. The actual amount may be less, depending on the outcome of negotiations with the contractor to be determined by June, 1980.

(5) This also is an upper limit -- see note 2.

(6) Federal victim/witness technical assistance will be provided through an ongoing blanket contract by OCJI with an outside contractor. This technical assistance is not indicated by a dollar amount on the table.

TABLE 4
URBAN INITIATIVES ANTI-CRIME PROGRAM
TARGETED HOUSING PROJECT POPULATION
BY AGE AND ETHNICITY (ESTIMATES)
(In Percent)

Age and Ethnicity / PHAs With 1250 or More Units		Allegheny Co., PA	Atlanta, GA	Baltimore, MD	Buffalo, NY	Cambridge, MA	Charleston, W.VA	Charlotte, NC	Chicago, ILL	Cleveland, OH (Cuyahoga)	Dade County, FL	Detroit, MI	Hartford, CT	Jersey City, NJ	Los Angeles, CA	Louisville, KY	Newark, NJ
AGE	65 and Over	31	11	2	15	7	38	27	5	61	4	57	13	2	9	34	38
	Under 65	69	89	98	85	93	62	73	95	39	96	43	87	98	91	66	62
	Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
ETHNICITY	Asian/Pacific	0	0	0	1	0	0	0	0	0	0	0	0	0	2	0	0
	Black	96	90	99	84	40	22	100	100	45	60	100	80	83	23	67	97
	Hispanic	0	0	0	4	20	0	0	0	2	29	0	15	15	53	0	1
	Native Am.	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0
	Other/Unknown	0	3	0	0	0	0	0	0	0	0	0	0	0	5	0	0
	White	4	7	1	11	40	78	0	0	53	11	0	5	2	16	33	2
	TOTAL	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100

TABLE 4 Continued
URBAN INITIATIVES ANTI-CRIME PROGRAM
TARGETED HOUSING PROJECT POPULATION
BY AGE AND ETHNICITY (ESTIMATES)
(In Percent)

Age and Ethnicity / PHAs With 1250 or More Units		New Orleans, LA	New York, NY	Norfolk, VA	Phoenix, AZ	Providence, RI	San Antonio, TX	San Francisco, CA	Seattle, WA	St. Paul, MI	Tampa, FL	Toledo, OH (Lucas)
AGE	65 and Over	8	9	15	10	50	12	6	40	98	20	10
	Under 65	92	91	85	90	50	88	94	60	2	80	90
	Total	100	100	100	100	100	100	100	100	100	100	100
ETHNICITY	Asian/Pacific	0	0	0	0	1	0	40	18	15	0	0
	Black	100	75	99	49	22	2	27	45	30	99	100
	Hispanic	0	20	0	40	17	97	7	0	10	0	0
	Native Am.	0	0	0	4	1	0	0	0	4	0	0
	Other/Unknown	0	1	0	0	0	0	6	0	0	0	0
	White	0	4	1	7	59	1	20	37	41	1	0
	TOTAL	100	100	100	100	100	100	100	100	100	100	100

TABLE 4, Continued

URBAN INITIATIVES ANTI-CRIME PROGRAM
TARGETED HOUSING PROJECT POPULATION
BY AGE AND ETHNICITY (ESTIMATES)
(In Percent)

Age and Ethnicity	PHAs With Less than 1250 Units	Athens, GA	Blackfeet Tribe Browning, MT	Decatur, ILL	Evansville, IN	Greenville, SC	Jackson, TN	Hampton, VA	Oxnard, CA	Prince Georges County, MD	Richmond, CA	Springfield, MA	Taunton, MA
AGE	65 and Over	39	5	11	32	37	28	2	6	61	52	40	25
	Under 65	61	95	89	68	63	72	98	94	39	48	60	75
	Total	100	100	100	100	100	100	100	100	100	100	100	100
ETHNICITY	Asian/Pacific	1	0	0	0	0	0	0	1	0	1	0	0
	Black	62	0	91	19	80	73	93	9	46	62	58	22
	Hispanic	0	0	0	2	0	0	1	90	0	11	16	26
	Native Am.	0	100	0	0	0	0	0	0	0	0	0	0
	Other/Unknown	0	0	0	0	0	0	0	0	0	1	0	0
	White	37	0	9	79	20	27	6	0	54	25	26	52
	TOTAL	100	100	100	100	100	100	100	100	100	100	100	100

NOTES

1) Herbers (1979) and Curtis (1978a).

2) Curtis (1978a) and (1978b).

3) Curtis (1978a) and (1978b).

4) U.S. Department of Housing and Urban Development (1979).

5) Brill (1976a), (1976b), (1976c).

6) See, for example, Curtis (1978c).

7) See, for example, Proxmire (1980).

8) The March date of obligation for the LEAA and ADAMHA funds may make their release difficult by June 30, 1980, at least in some sites. In such cases, the funds definitely will be released by September 30, 1980.

9) The Program's length has been defined in terms of modernization loan authority because, of all the funds available, modernization funds take the longest to implement. The reason is that physical reconstruction is involved, and typically this requires more start-up time than, for example, services. Two years is the length of time allowed by HUD regulations to begin work with approved modernization funds.

10) Curtis (1978a), (1978b), (1978c) and (1979).

11) See Mulvihill and Tumin with Curtis (1969).

12) Curtis (1978b).

13) Curtis (1978b).

14) Rouse and Rubenstein (1978a) and (1978b).

15) See, for example, Yin, et. al. (1976).

16) Conyers (1977) and Brenner (1976).

17) Curtis (1978b), Conyers (1977) and Brenner (1976).

18) See the Anti-Crime Guidebook, found as Appendix 6 of this Report.

19) Curtis (1980).

20) See, for example, Kelling and Pate (1975).

21) Silverman (1978).

22) Rouse and Rubenstein (1978a) and (1978b).

23) The HUD modernization regulations allow that up to 6 percent of the funds approved in a Modernization Final Application can cover architectural and engineering fees. These regulations allow consulting fees. The Anti-Crime Program Notices (see Appendix 3) allow that up to $10,000 of the HUD CDBG funds obligated can be used for consulting.

24) This was expressed at the HUD Conference held with researchers when the Program was being developed -- see Rouse and Rubenstein (1978a) and (1978b). More recently, the position was reinforced during a briefing on the Program before the entire Committee on Research on Law Enforcement and the Administration of Justice, National Research Council, Assembly of Behavioral and Social Sciences, National Academy of Sciences, held in Washington, D.C. on March 6, 1980.

25) Curtis (1978c).

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APPENDICES

APPENDIX ONE

THE PUBLIC HOUSING SECURITY DEMONSTRATION ACT OF 1978

95TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
2d Session } { No. 95-1792

HOUSING AND COMMUNITY DEVELOPMENT AMENDMENTS OF 1978

OCTOBER 14 (legislative day, OCTOBER 13), 1978.—Ordered to be printed

Mr. REUSS, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany S. 3084]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3084) to amend and extend certain Federal laws relating to housing, community, and neighborhood development and preservation, and related programs, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following:

SHORT TITLE

SECTION 1. This Act may be cited as the "Housing and Community Development Amendments of 1978"

TITLE I—COMMUNITY AND NEIGHBORHOOD DEVELOPMENT AND CONSERVATION

REHABILITATION LOANS AND LOAN INSURANCE

SEC. 101. (a) Section 312 of the Housing Act of 1964 is amended—

(1) by striking out the undesignated paragraph which follows subsection (a)(3) and inserting in lieu thereof the following new undesignated paragraph:

"The Secretary shall, in making loans under this section, give priority to applications by low and moderate income persons who own the property to be rehabilitated and will occupy such property upon completion of the rehabilitation, including applications by condominiums and cooperatives in which the residents are principally of low and moderate income. For the purpose of the preceding sentence, the term 'low and moderate income' means income which does not exceed 95 per centum of the median income for the area.";

89-006 O—78——1

such family as its principal place of residence. In carrying out this subsection, the Secretary may (A) enter into annual contributions contracts with public housing agencies pursuant to which such agencies may enter into contracts to make such assistance payments to the owners of such real property, or (B) enter into such contracts directly with the owners of such real property.

"(2) Contracts entered into pursuant to this subsection shall establish the maximum monthly rent (including maintenance and management charges) which the owner is entitled to receive for each space on which a mobile home is located and with respect to which assistance payments are to be made. The maximum monthly rent shall not exceed by more than 10 per centum the fair market rental established by the Secretary periodically (but not less than annually) with respect to the market area for the rental of real property suitable for occupancy by families assisted under this subsection. The provisions of subsection (c)(2) of this section shall apply to the adjustments of maximum monthly rents under this subsection.

"(3) The amount of any monthly assistance payment with respect to any family assisted under this subsection shall be the difference between 25 per centum of one-twelfth of the annual income of such family and the sum of—

"(A) the monthly payment made by such family to amortize the cost of purchasing the mobile home;

"(B) monthly utility payments made by such family, subject to reasonable limitations prescribed by the Secretary; and

"(C) the maximum monthly rent permitted with respect to the real property which is rented by such family for the purpose of locating its mobile home;

except that in no case may such assistance exceed the total amount of such maximum monthly rent.

"(4) Each contract entered into under this subsection shall be for a term of not less than one month and not more than 180 months.

"(5) The Secretary may prescribe other terms and conditions which are necessary for the purpose of carrying out the provisions of this subsection and which are consistent with the purposes of this subsection."

(g) Section 9(c) of such Act is amended—

(1) by striking out "and" immediately following "on or after October 1, 1976,"; and

(2) by inserting immediately before the period at the end thereof the following: ", and not to exceed $729,000,000 on or after October 1, 1978".

(h) The amendments made by this section, except the amendment made by subsection (d), shall become effective on October 1, 1978.

PUBLIC HOUSING SECURITY

SEC. 207. (a) This section may be cited as the "Public Housing Security Demonstration Act of 1978".

(b)(1) The Congress finds that—

(A) low-income and elderly public housing residents of the Nation have suffered substantially from rising crime and violence, and are being threatened as a result of inadequate security arrangements for the prevention of physical violence, theft, burglary, and other crimes;

(B) older persons generally regard the fear of crime as the most serious problem in their lives, to the extent that one-fourth of all Americans over 65 voluntarily restrict their mobility because of it;

(C) crime and the fear of crime have led some residents to move from public housing projects;

(A) an integral part of successfully providing decent, safe, and sanitary dwellings for low-income persons is to insure that the housing is secure;

(E) local public housing authorities may have inadequate security arrangements for the prevention of crime and vandalism; and

(F) action is needed to provide for the security of public housing residents and to preserve the Nation's investment in its public housing stock.

(2) It is, therefore, declared to be the policy of the United States to provide for a demonstration and evaluation of effective means of mitigating crime and vandalism in public housing projects, in order to provide a safe living environment for the residents, particularly the elderly residents, of such projects.

(c)(1) The Secretary of Housing and Urban Development shall promptly initiate and carry out during the fiscal year beginning on October 1, 1978, to the extent approved in appropriations Acts, a program for the development, demonstration, and evaluation of improved, innovative community anticrime and security methods, concepts and techniques which will mitigate the level of crime in public housing projects and their surrounding neighborhoods.

(2) In selecting public housing projects to receive assistance under this section, the Secretary shall assure that a broad spectrum of project types, locations and tenant populations are represented and shall consider at least the following: the extent of crime and vandalism currently existing in the projects; the extent, nature and quality of community anticrime efforts in the projects and surrounding areas; the extent, nature and quality of police and other protective services available to the projects and their tenants; the demand for public housing units in the locality, the vacancy rate, and extent of abandonment of such units; and the characteristics and needs of the public housing tenants.

(3) In selecting the anticrime and security methods, concepts and techniques to be demonstrated under this section, the Secretary shall consider the improvement of physical security equipment for dwelling units in those projects, social and environmental design improvements, tenant awareness and volunteer programs, tenant participation and employment in providing security services, and such other measures as deemed necessary or appropriate by the Secretary. Particular attention shall be given to comprehensive community anticrime and security plans submitted by public housing authorities which (i) provide for coordination between public housing management and local law enforcement officials, or (ii) coordinate resources available to the community through programs funded by the Law Enforcement Assistance Administration, the Department of Health, Education, and Welfare, the Department of Labor, the Community Services Administration, and ACTION, or other Federal or State agencies.

(4) In carrying out the provisions of this section, the Secretary shall coordinate and jointly target resources with other agencies, particularly the Law Enforcement Assistance Administration, the Department of Health, Education, and Welfare, the Department of Labor, the Community Services Administration, and ACTION.

(d) The Secretary shall initiate and carry out a survey of crime and vandalism existing in the Nation's public housing projects. The survey shall include the nature, extent and impact of crime and vandalism and the

nature and extent of resources currently available and employed to alleviate crime and vandalism in public housing.

(e) The Secretary shall report to the Congress not later than eighteen months after the date of enactment of this Act. Such report shall include the results of the survey on crime and vandalism in public housing; findings from the demonstration and evaluation of various methods of reducing the level of crime; and legislative recommendations, if appropriate for (A) a comprehensive program to increase security in public housing projects and (B) increasing the coordination between anticrime programs of other State and Federal agencies that may be used by public housing authorities. Any recommendations shall include estimated costs of such programs.

(f) Of the additional authority approved in appropriation Acts with respect to entering into annual contributions contracts under section 5(c) of the United States Housing Act of 1937 for the fiscal year beginning on October 1, 1978, the Secretary may utilize up to $12,000,000 of such authority in the fiscal year beginning on October 1, 1978, for the establishment of the public housing security demonstration program authorized by this section.

SECTION 8 HOUSING FOR LARGE FAMILIES

SEC. 208. (a) The Secretary of Housing and Urban Development shal conduct a study for the purpose of examining alternative means of encouraging the development of housing to be assisted under section 8 of the United States Housing Act of 1937 for occupancy by large families which reside in areas with a low-vacancy rate in rental housing.

(b) The Secretary shall report to the Congress, no later than one year after the date of enactment of this Act, for the purpose of providing legislative recommendations with respect to the study described in subsection (a).

SOLAR ENERGY SYSTEMS

SEC. 209. (a) It is the purpose of this section to promote and extend the application of viable solar energy systems as a desirable source of energy for residential single-family and multifamily housing units.

(b)(1) The Secretary, in carrying out programs and activities under section 312 of the Housing Act of 1964, section 202 of the Housing Act of 1959, and section 8 of the United States Housing Act of 1937, shall permit the installation of solar energy systems which are cost-effective and economically feasible.

(2) For the purpose of this Act, the term "solar energy system" means any addition, alteration, or improvement to an existing or new structure which is designed to utilize wind energy or solar energy either of the active type based on mechanically forced energy transfer or of the passive type based on convective, conductive, or radiant energy transfer or some combination of these types to reduce the energy requirements of that structure from other energy sources, and which is in conformity with such criteria and standards as shall be prescribed by the Secretary in consultation with the Secretary of Energy.

(c) In carrying out subsection (b), the Secretary shall take such steps as may be necessary to encourage the installation of cost-effective and economically feasible solar energy systems in housing assisted under the programs and activities referred to in such subsection taking into account the interests of low-income homeowners and renters, including the implementation of a plan of action to publicize the availability and feasibility

Section 8 Substantial Rehabilitation

The House amendment contained a provision dealing with section 8 substantial rehabilitation that was not included in the Senate bill. The House amendment provided that the maximum rent could not be greater than the fair market rents for new or existing section 8 units, or a lesser amount that would be appropriate taking into consideration the owner's investment in the assisted units, and other relevant factors. The assisted units were to be rehabilitated to a level not beyond applicable codes and standards and had to meet cost-effective, energy efficiency standards. In addition, all units of the building in which the assisted units are located had to meet applicable codes and standards for decent, safe and sanitary housing as prescribed by the Secretary. The maximum term for assistance contracts on substantial rehabilitated units could not exceed the maximum established for new section 8 units under existing law or a shorter term if determined to be appropriate because of the owner's investment or other relevant factors. Finally, this subsection would be effective for contracts entered into on or after 180 days after enactment. The conference report contains the House provision amended so that the subsection would be effective 270 days after enactment.

Contracts to Upgrade

The Senate bill contained a provision not included in the House amendment which (notwithstanding any other provision of section 8) authorized assistance payments to owners or prospective owners who agreed to upgrade housing and, thereby, preserve it through upgrading which is less than substantial rehabilitation; assistance could be made to any unit in a project which, overall, needed upgrading. The conference report contains this provision amended to delete the phrase "notwithstanding any other provision of section 8".

Percentage of Single Non-Elderly

The Senate bill contained a provision not included in the House amendment which specified that in cases where a "family" under section 8 or public housing consists of a single person who is not disabled, displaced, the remaining member of a tenant family, nor 62 years of age or older, nor more than 20 percent of the units under the jurisdiction of any public housing agency should be occupied by such persons. The conference agreement contains this provision amended to change the percentage limitation to 15 percent.

Effective Date

The House amendment contained a provision not included in the Senate bill which established that the amendments of this section, except for the subsection on section 8 assistance for substantial rehabilitation; became effective on October 1, 1978. The conference report contains this provision.

PUBLIC HOUSING SECURITY DEMONSTRATION

Findings

Both the Senate bill and the House amendment set forth Congressional findings that low-income and elderly public housing residents are being threatened as a result of inadequate security arrangements to prevent physical violence, theft, burglary and other crimes and that an integral part of successfully providing decent, safe and sanitary dwellings for low-income persons is to insure that the housing is

secure. In addition, the Senate bill declared that living in an unsecure housing environment has forced these residents to restrict their lives and use of the environment because of concern about crime; that residents are abandoning public housing projects at a time when there is an increasing demand for public housing units; that higher vacancy rates and heavy financial losses of management in some cases have led to abandonment of public housing projects; that local public housing authorities have inadequate security arrangements for the prevention of crime and vandalism and lack specific operating funds to provide security; and that action is needed to provide for the security of these residents and to preserve the Nation's investment in its public housing stock.

The House amendment declared that: older persons generally regard the fear of crime as the most serious problem in their lives; crime and the fear of crime have lead some residents to move from public housing; and public housing authorities may have inadequate security arrangements for the prevention of crime and vandalism. The conference report includes the House provision amended to add a finding that action is needed to provide for the security of public housing residents and to preserve the Nation's housing stock.

Policy

Both the Senate bill and the House amendment declared that the policy of the United States is to provide for the demonstration and evaluation of more effective means of mitigating crime and vandalism in public housing projects. The Senate bill, in addition, established as a policy, the development of a comprehensive program for reducing crime and vandalism in all the Nation's public housing projects. The House amendment declared the purpose of the policy was to provide a safe living environment, particularly for the elderly residents of public housing projects. The conference report contains the House provision.

Program Authority

The Senate bill directed the Secretary of HUD to initiate promptly a program for the development, demonstration, and evaluation of improved, innovative community anticrime and security methods to reduce crime in public housing projects and their surrounding neighborhoods. The House amendment is similar except it limits the Secretary to initiating and carrying out the program during the fiscal year beginning on October 1, 1978, and to the extent approved in appropriation Acts. The conference report includes the House provision.

Project selection

The Senate bill and the House amendment both provided that in selecting projects to receive assistance under this section, the Secretary must consider the extent of crime and vandalism, the nature and quality of community anticrime efforts in the projects and surrounding areas, the nature and quality of police and other protective services to the projects, the vacancy rate and demand for public housing in the locality, and the extent of abandonment of public housing units. In addition, the Senate bill stated that priority must be given to plans submitted by public housing authorities which provide for the restoration of abandoned dwelling units, coordination between public housing management and local government in providing security and social services to the projects and tenants, and maximum opportunity for tenant involvement and employment in the security programs.

The House amendment required the Secretary to assure, in selecting projects, that a broad spectrum of project types, locations and tenant populations are represented. The conference agreement contains the House provision.

Coordination of resources

The Senate bill provided that the Secretary must make every effort to coordinate and jointly target resources with other agencies in carrying out this demonstration program—particularly the Law Enforcement Assistance Administration, the Department of Health, Education and Welfare, the Department of Labor, Community Services Administration, and ACTION. The House amendment directed the Secretary, in selecting anticrime and security methods to be demonstrated, to give particular attention to comprehensive plans submitted by public housing authorities which provide for coordination between housing management and local law enforcement officials or coordination of resources available through LEAA, HEW, the Department of Labor, CSA, ACTION, or other State or Federal agencies. The conference agreement contains both the House and Senate provisions.

Survey and report

Both the Senate bill and the House amendment directed the Secretary of HUD to carry out a survey of crime in public housing projects in the Nation, and report to the Congress within 18 months after the date of enactment. The report must include information on the level of crime and vandalism, findings from the demonstration and evaluation of various methods of reducing crime levels, recommendations for a comprehensive program to provide increased security to all public housing projects, and the estimated costs of such program. In addition, the House amendment directed the Secretary to (1) survey the nature and extent of resources currently available and employed to alleviate crime and vandalism in public housing; and (2) make legislative recommendations for increasing the coordination between anticrime programs of other State and Federal agencies that may be used by public housing authorities. The conference report contains the House provision.

Authorization

The Senate bill authorized that not more than $10 million from fiscal 1979 funds appropriated for the public housing operating subsidy program be used for this program. The House amendment directed that not more than $12 million from fiscal 1979 funds appropriated for HUD's assisted housing contract authority be used for this program. The conference report contains the House provision. The conferees clearly intend that the $12 million be available only to provide single-year grants for fiscal year 1979 and are not to be used to fund long-term contracts under this demonstration program. The conferees further intend that (except for up to $1 million) the funds authorized for this program not be counted as a portion of the $50 million set-aside for modernization contracts.

SECTION 8 DEMONSTRATION

The House amendment contained a provision that was not contained in the Senate bill directing the Secretary to conduct a demon-

stration to determine new methods for improving the section 8 program to encourage owners to make wider use of it for low income families, especially those who have more than two children, in areas with low vacancy rates. The Secretary was permitted to use additional annual contributions contract authority, subject to appropriations, to carry out the proposed study; and was directed to report the results of the study to both Houses annually during the period in which it was being carried out. The conference report contains the House provision amended so that the Secretary is required to examine alternative means of encouraging section 8 housing development for large families in low vacancy areas, and to report to Congress with any legislative recommendations within a year.

SECTION 8 HOMEOWNERS' REHABILITATION ASSISTANCE

Set-aside

The Senate bill contained a provision not found in the House amendment which would authorize a set-aside of not less than $30 million in fiscal year 1979 from section 8 funds for assistance payments to lower income homeowners who obtain private rehabilitation loans. The conference report does not contain this provision.

Contract Term

The Senate bill had a provision not found in the House amendment which provided that each contract entered into under this program must be for a term of not less than one month nor more than 180 months. The conference report does not contain this provision.

Program

Eligible units: The Senate bill had a provision not found in the House amendment which provided that the Secretary may contract with PHAs so that the PHAs may make assistance payments with respect to loans to finance the rehabilitation of one-to-four family units owned and occupied by lower income families where the rehabilitation is carried out in accordance with a plan for rehabilitation meeting requirements, or contained in, an applicable HAP. Where the local PHA has extended such assistance, the PHA, local government agency, or nonprofit neighborhood entity designated by the local government or the Secretary, would be required to provide homeowner counseling and monitoring concerning the extent of rehabilitation activities and the eligibility of contractors to conduct such rehabilitation. The conference report does not contain this provision.

Amount of assistance: The Senate bill contained a provision not found in the House amendment which provided that the amount of assistance would be the lesser of the monthly costs of principal, interest, and other amounts of repayment of the loan, or an amount equal to the difference between the contribution to monthly housing costs made by the homeowner pursuant to section 8(c)(3) of the U.S. Housing Act of 1937 and the total monthly housing cost. These assistance payments would be periodically paid to the lender in accordance with the Secretary's regulations. The conference report does not contain this provision.

Eligible types of loans: The Senate bill contained a provision not found in the House amendment which provided that no contract could be entered into except with respect to loans: (A) made by federally chartered or insured financial institutions, or other entities

APPENDIX TWO

INTERAGENCY AGREEMENTS

INTERAGENCY AGREEMENT

This Interagency Agreement is entered into between the Department of Labor (DOL) and the Department of Housing and Urban Development (HUD). The purpose of the Agreement is to conduct a Public Housing, Youth Employment, Anti-Crime Demonstration Project during Fiscal Year 1979.

DOL is authorized under Section 438 (a) and (b) of the Comprehensive Employment and Training Act "Youth Employment and Training Program" to explore the feasibility and assess the effectiveness of innovative approaches to assist economically disadvantaged youth.

HUD is authorized by the Public Housing Security Demonstration Act of 1978 "to provide for a demonstration and evaluation of effective means of mitigating crime and vandalism in public housing projects...." The means are to include, but not necessarily be limited to, "the improvement of physical security equipment for dwelling units...social and environmental design improvements, tenant awareness and volunteer programs, tenant participation and employment...."

The purpose of the Public Housing Anti-Crime Demonstratic Program referred to in this Agreement is to carry out the mandate of the 1978 Act; to incorporate innovative youth employment as one means to crime reduction as well as an end in itself; and to implement and evaluate comprehensive crime prevention plans in selected public housing projects.

The Notice announcing a competition among eligible public housing authorities is attached as Appendix 1. It details the program guidelines.

Each applicant Public Housing Agency is asked to submit a proposal that addresses all of the following seven strategie incorporating into the selected strategy a Community Youth Employment Service Center. The strategies have been built from a systematic, comprehensive review by HUD of what has and has not been successful in the past, as well as on conferences in which tenants, public housing officials and consultants made their recommendations:

1. PHA RESPONSIBILITIES

Program Area 1.1 Improved PHA Management of Crime Prevention--Including More and Better Trained PHA Controlled Public Safety and Community Service Officers

Program Area 1.2 Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

2. PROGRAMS BY AND FOR TENANTS

Program Area 2.1 More and Improved Tenant Organization Against Crime--Including Patrols, Surveillance, Education and Training of Tenants in Their Roles and Responsibilities

Program Area 2.2 Increased Full and Part-Time Employment of Tenants--Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

Program Area 2.3 More and Improved Services to Combat Crime Assist Victims/Witnesses

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

Program Area 3.1 Increased Use of Better Trained City Police Officers

Program Area 3.2 Stronger Linkages with Programs from the Office of the Chief Executive Official of Local Government and Other Sources Which Co-Target on the Project and the Surrounding Neighborhoods--Residential, Recreational, Commercial and Industrial

Approximately 20 to 30 public housing projects will be selected for the Demonstration, each in a different Public Housing Authority. After evaluation of the Program, HUD, with concurrence by DOL, will recommend to Congress whether an ongoing Program should be enacted and, if so, what its form should be. This is mandated in the 1978 Act.

II. Purposes

The purposes of this Interagency Agreement are:

A. To describe the functions to be performed by each agency in the administration, technical guidance, financial support and evaluation of the Program;

B. To identify the period of performance and deliverables; and

C. To provide for the transfer of funds from DOL to HUD for performance of the Program.

It is agreed that DOL and HUD will conduct the Program as outlined in the Notice attached as Appendix 1.

It is agreed that the Program will be carried out as proposed, except as may be modified by subsequent agreement. The proposed work plan may be revised from time to time on the basis of mutual agreement of both parties to this Agreement.

A Functions

The major functions of the parties signatory hereto are as follows:

1. Department of Labor--Office of Youth Programs: The Office will:

   a. Transfer funds to HUD to finance employment in selected public housing projects.

   b. Appoint a staff person to work with and provide technical and monitoring assistance to HUD over the entire program.

c. Approve the public housing sites and evaluation plan. The DOL monitor will participate in and provide technical assistance during the consultation site visits that will be used to refine community youth employment services submitted by Public Housing Authorities. DOL must concur on the overall research and evaluation plan.

2. Department of Housing and Urban Development--Office of Housing. The Office will:

a. Have overall administrative responsibility for operation of the Program and appoint a project officer as team leader for monitoring the project in conjunction with DOL staff.

b. Chair the panel which selects the project sites, through concurrence by DOL.

c. Provide guidelines, technical assistance and training to the sites for specific refinement of work plans and the implementation of the Program.

d. Direct the monitoring effort, in cooperation with DOL.

e. Design and contract for an indepth research evaluation of the demonstration projects.

B. Period of Performance and Deliverables

This Agreement shall cover a period of 24 months, beginning on the date when the Notice attached as Appendix 1 is issued to Public Housing Authorities. DOL-HUD support for the six areas listed under Section I, above, shall continue for a minimum of twelve months, with an option to expand the program through amendments to this Agreement. The evaluation shall cover a minimum of 24 months.

The following items shall be delivered to DOL as outlined below:

1. Monthly activity reports; (due 15 days after end of month being reported).

2. Quarterly progress reports;

3. A draft final report (due 75 days in advance of the completion date); and

4. A final report (due by date of project completion).

The Agreement presupposes a coordinated reporting format to be developed by the two cooperating agencies. Initial reporting to the agencies will be on a monthly basis with a unified report submitted to both. Each local demonstration will adhere to YEDPA and HUD reporting requirements.

C. Funding

1. Department of Labor — Office of Youth Programs. DOL will provide up to $8 million in FY 1979 funds, under the Youth Employment and Demonstration Projects Act of 1977, to HUD, by non-expenditure transfer. The fund shall be used for relevant tenant employment and training activities throughout the project for youth aged 16-19, and, after negotiation between HUD and DOL, may also be used to provide technical assistance. Upon signing this interagency agreement, DOL will prepare and submit to Treasury for execution a completed SF-1151, Non-Expenditure Authorization.

2. Department of Housing and Urban Development. The HUD Office of Housing will provide up to $1 million in FY 1979 contract authority to generate up to $20 million in budget authority for the Anti-Crime Program. The HUD Offices of Community Planning and Development, and Neighborhoods, Voluntary Associations, and Consumer Protection will provide up to $2.25 million in FY 1979 discretionary Community Development Block Grant funding. The HUD Office of Policy Development and Research will provide funding for the evaluation of the Program.

For the Department of Labor — 9/10/79 Date

For the Department of Housing and Urban Development, Office of Housing — 8-2-79 Date

INTERAGENCY AGREEMENT

I. PURPOSE

This Interagency Agreement is entered into between the Law Enforcement Assistance Administration (LEAA) and the Department of Housing and Urban Development (HUD).

The purpose of the Agreement is to establish a cooperative working relationship between LEAA and HUD in the HUD Urban Initiatives Anti-Crime Program that is part of the President's National Urban Policy.

II. AUTHORITY

A. LEAA

LEAA is authorized by the Omnibus Crime Control and Safe Streets Act of 1968, as amended, under Section 101 that created the Office of Community Anti-Crime Programs to "provide appropriate technical assistance to citizens groups to enable such groups to apply for grants to encourage community and citizen participation in crime prevention and other law enforcement and criminal justice activities," and "coordinate its activities with other Federal agencies and programs...designed to encourage and assist citizen participation in law enforcement and criminal justice activities, and...provide information on successful programs of citizen and community participation to citizen and community groups." Because of LEAA's expertise in the development, implementation and management of crime prevention programs, this Agreement is particularly relevant to the LEAA mission.

In entering this Agreement, LEAA does not relinquish any of its authority or its responsibility under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Further, for purposes of this Agreement, no portion of this Agreement shall be concerned with the function of research as currently being conducted by LEAA in its National Institute of Law Enforcement and Criminal Justice; nor with any function of the Office of Juvenile Justice and Delinquency Prevention, under the Juvenile Justice and Delinquency Prevention Act of 1974 (PL-93-415).

B. HUD

HUD was authorized by the Public Housing Security Demonstration Act of 1978 "to provide for a demonstration and evaluation of effective means of mitigating crime and vandalism in public housing projects ...." The means are to include, but not necessarily be limited to, "the improvement of physical security equipment for dwelling units... social and environmental design improvements, tenant awareness and volunteer programs, tenant participation and employment...."

III. Description of the HUD Urban Initiatives Anti-Crime Program

A. Participation and Eligibility

Eligible recipients will be Public Housing Agencies (PHAs). A competition will be held among PHAs in which they apply for awards. The Notice announcing the competition will summarize LEAA's role as detailed below.

B. Program Areas

Each applicant PHA will be asked to submit a funding proposal that addressees the following seven basic strategies. The strategies have been built up from a systematic, comprehensive review by HUD of what has and has not been successful in the past, as well as on conferences in which tenants, public housing officials and consultants made their recommendations:

1. PHA RESPONSIBILITIES

1.1 Improved PHA Management of Crime Prevention—Including More and Better Trained PHA Controlled Public Safety and Community Service Officers.

1.2 Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

2. PROGRAMS BY AND FOR TENANTS

2.1 More and Improved Tenant Organization Against Crime—Including Patrols, Surveillance, Education and Training of Tenants in Their Roles and Responsibilities

2.2 Increased Full and Part-Time Employment of Tenants—Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

2.3 More and Improved Services to Combat Crime or Assist Victims

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

3.1 Increased Use of Better Trained City Police Officers

3.2 Stronger Linkages with Programs from City Hall and Other Sources Which Co-target on the Project and the Surrounding Residential, Commercial and Industrial Neighborhoods

The enclosed information sheet details some of the possibilities under each of these strategies.

C. Selection

Approximately 20 awards will be made.

HUD will select semi-finalists in the competition. These PHAs will participate in personal or telephone conference call feedback sessions in which applications are critiqued. PHAs will have the option of revising their applications. HUD then will select finalists.

LEAA will be provided copies of the semi-finalist proposals. For any proposals which LEAA believes might allow for co-targeting of its fund LEAA will participate in the feedback session and provide technical assistance on how to apply for its funds. LEAA also will recommend to HUD which of these semi-finalists to fund. LEAA will make decision on whether or not to grant awards to finalists as soon as is possible, so as to coordinate with the implementation of the Anti-Crime Program. LEAA will determine the exact mechanism of funding.

IV. LEAA's Commitment, Powers and Obligations

A. LEAA agrees that the HUD Notice which announces the Anti-Crime Program among PHAs for the funds available will make reference to and include as appendices descriptions of the following LEAA programs in the LEAA Discretionary Grant Guide M 4500.1G dated September 30, 1978:

- The Community Anti-Crime Program
- The Comprehensive Crime Prevention Program, and
- The Victim/Witness Assistance Program

PHAs will be asked to designate whether they are interested in these Programs and, if so, incorporate appropriate initiatives into their overall application.

B. Based on these programs, the LEAA financial and technical assistance will be for the implementation of crime prevention programs in the designated public housing projects by city-wide coalitions which are comprised of neighborhood, community and public interest groups which work in partnership with locally elected officials.

C. LEAA can make no formal dollar comitment at this time, but will co-target as many grants as are feasible.

D. LEAA understands that HUD has the option of not concurring with proposals to co-target made by LEAA.

E. At those HUD designated public housing projects where LEAA co-targets site specific financial and technical assistance and where HUD concurs, coordination of activities between LEAA and HUD will occur based, at a minimum, on the following joint procedures:

1. Joint development of internal procedures, monitoring, and technical assistance plans.

2. Joint effort to involve the local units of Government, criminal justice system, public interest groups, private nonprofit groups, volunteers, or community groups.

3. Joint signoff by the two agencies on the work plans of the approved public housing projects.

F. LEAA agrees to submit to HUD quarterly reports on all LEAA's activities that are part of the HUD Anti-Crime Program.

G. LEAA agency policy requires that applicants must consult with the State Planning Agency of their State before making application for funds to LEAA. Names and addresses of State Planning Agencies are available from LEAA. Applicants are encouraged to review the most recent comprehensive state plan produced by the State Planning Agency and to request a conference with the State Planning Agency to discuss the proposed project. The conference should include regional and/or local planning unit representatives.

The requirements regarding review of applications by State Planning Agencies and award of grants through State Planning Agencies do not apply to applications for the Community Anti-Crime Program. Applicants for community anti-crime projects are encouraged, however, to consult with their State Planning Agency and regional or local planning unit and to submit copies of their applications to them for comment and advice.

V. HUD's Commitment, Powers and Obligations

A. HUD has overall administrative responsibility and authority for the Program.

B. Notwithstanding this responsibility and authority, HUD agrees that LEAA must and will maintain the administrative and financial control over all aspects of LEAA's grants, including financial monitoring and auditing. Deviations must be approved by the Deputy Administrator for Policy Development of LEAA. HUD will have access to copies of all LEAA generated documents, including reports and related information.

C. HUD will provide up to $25 million in FY 1979 funds for the Program Areas detailed in Part III.B. above.

D. HUD will ask for LEAA advice on which proposals to fund, taking into account places where LEAA could best co-target its resources.

E. HUD agrees that the LEAA commitment does not extend into the pending LEAA/ACTION program design that will be a new program, effective FY 1979. Any connection with that program must be negotiated when the design is completed and ACTION concurs.

F. HUD agrees to consider the results of research developed by the National Institute of Law Enforcement and Criminal Justice of LEAA in the development of the Public Housing Anti-Crime Program.

G. HUD agrees to submit to LEAA quarterly reports on the entire program.

VI. Agreement

A. The joint effort will seek to combine the crime prevention and housing knowledge of HUD and the crime prevention and housing knowledge of LEAA.

B. This Agreement shall cover a period of 24 months, beginning on the date when the HUD Anti-Crime Notice is issued to Public Housing Agencies. LEAA-HUD support shall continue for a minimum of 12 months, with an option to expand the program through amendments to this Agreement, and shall further be contingent upon LEAA-HUD fund availability. The evaluation shall cover a minimum of 24 months.

Congress is currently considering substantial changes to LEAA's authorizing legislation. Such changes may require a modification of this Agreement beginning in Fiscal Year 1980.

Lawrence B. Simons
Assistant Secretary for Housing-
Federal Housing Commissioner,
Department of Housing and Urban
Development

Henry S. Dogin
Administrator
Law Enforcement Assistance
Administration
Department of Justice

INTERAGENCY AGREEMENT

THIS MEMORANDUM SETS FORTH THE TERMS OF AN INTERAGENCY AGREEMENT BETWEEN THE DEPARTMENT OF JUSTICE, LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION, OFFICE OF CRIMINAL JUSTICE PROGRAMS AND OFFICE OF COMMUNITY ANTI-CRIME PROGRAMS) AND THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

I. Introduction

The purpose of this agreement is to provide funds to the Department o Housing and Urban Development (HUD), Urban Initiatives Anti-Crime Program. Funds from the Law Enforcement Assistance Administration (LEAA) will be utilized for the development of a Victim/Witness Progr the development of a Juvenile Delinquency Prevention Program, and the provision of technical assistance for both the LEAA/ACTION Urban Crim Prevention Program and the HUD Urban Initiatives Anti-Crime Program.

A. Juvenile Justice and Delinquency Prevention Special Emphasis funds are being transferred to HUD under authority of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

   Section 224(a)(4) of the Juvenile Justice and Delinquency Prevent (JJDP) Act of 1974, as amended, authorizes the Administrator to ma grants to and enter into contracts with public and private agencie organizations, institutions, or individuals to improve the capability of public and private agencies and organizations to provide services for delinquents and other youth to prevent delinquency.

   In addition, the Administrator is specifically authorized under Section 204(i) to transfer funds appropriated under this title to any agency of the Federal Government to develop or demonstrate new methods in juvenile delinquency prevention and rehabilitation and to supplement existing delinquency prevention and rehabilitation programs which the Associate Administrator finds to be exceptionall effective or for which he finds there exists exceptional need.

B. Law Enforcement Assistance Administration (LEAA) discretionary funds are being transferred to HUD under authority of the Justice System Improvement Act of 1979. Section 813(a) of Part H of the Justice System Improvement Act of 1979 authorizes the Administrator to transfer funds to another Federal agency as a reimbursement for services rendered or work performed in keeping with the purposes of the legislation.

C. The Office of Community Anti-Crime Programs funds are being trans to HUD under authority of the Justice System Improvement Act of 1 Section 813(a) of Part H of the Act authorizes the Administrator transfer funds to another Federal agency as a reimbursement for s rendered or work performed in keeping with the purposes of the La

D. HUD is authorized by the Public Housing Security Demonstration Ac of 1978 "to provide for a demonstration and evaluation of effecti means of mitigating crime and vandalism in Public Housing..." Th Secretary is authorized to administer the program by coordinating resources with other agencies.

II. Statement of Work

A. The Law Enforcement Assistance Administration (LEAA), Office of Juvenile Justice and Delinquency Prevention (OJJDP) hereby agrees to transfer to the Department of Housing and Urban Development (HUD), Urban Initiatives Anti-Crime Program one million dollars ($1,000,000). These funds will be used by HUD to fund Juvenile Delinquency Crime Prevention projects in Public Housing Agencies (PHAs) that are participating in the Urban Initiatives Anti-Crime Program. Further, HUD and LEAA must mutually agree on the selectic of project sites and all awards must adhere to applicable LEAA (OJJDP/OCJP) statutory requirements.

LEAA/OJJDP will perform the following functions and/or duties:

1. Provide staff support to HUD to assist in project development implementation, and monitoring;

2. Develop a background paper describing the principles of delinquency prevention programming;

3. Participate jointly with HUD to develop criteria on which projects will be selected;

4. Participate jointly with HUD to develop a strategy for project development and implementation;

5. Participate jointly with HUD in the review of revised workplans submitted as part of this initiative and selection of project sites; and,

6. Provide technical assistance as an added support service and as jointly determined with HUD.

B. The Law Enforcement Assistance Administration (LEAA), Office of Criminal Justice Programs (OCJP) hereby agrees to transfer to the Department of Housing and Urban Development (HUD), Urban Initiatives Anti-Crime Program three hundred and forty thousand do (\$340,000). These funds will be used by HUD to fund Victim/Witnes projects in Public Housing Agencies (PHAs) that are participating in the Urban Initiatives Anti-Crime Program.

LEAA/OCJP will perform the following functions and/or duties:

1. Develop a background paper describing principles of Victim/ Witness programming;

2. Participate jointly with HUD to develop criteria on which projects will be selected;

3. Participate jointly with HUD to develop a strategy for project development and implementation;

4. Participate jointly with HUD to review revised workplans submitted as part of this initiative and to select project sites; and,

5. Provide training and technical assistance, coordinated with HUD, to victim/witness coordinators to be hired with these program funds.

C. The LEAA Office of Community Anti-Crime Programs hereby agrees to transfer sixty thousand dollars (\$60,000) to the Department of These funds will be used to provide technical assistance to participants in the LEAA/ACTION Urban Crime Prevention Program and the HUD Urban Initiatives Anti-Crime Program. HUD will commit thirty thousand dollars (\$30,000) from the Community Development Block Grant Secretary's Discretionary Technical Assistance Fund (869/10162).

The technical assistance provided to program participants will include 1) liaison with city/county governments, 2) leveraging additional resources for the programs, 3) information disseminati 4) workshops in crime prevention, and 5) on-site negotiation and representation.

D. The Department of Housing and Urban Development will perform the following tasks:

1. Notify all eligible HUD Public Housing Agencies of both the Juvenile Delinquency Prevention and Victim/Witness Initiatives;

2. Solicit applications relative to both delinquency prevention and victim/witness (revised workplans) from Public Housing Agencies;

3. Make awards to Public Housing Agencies based upon (1) program guidelines jointly developed by HUD and LEAA (OJJDP/OCJP) and (2) grantees jointly selected by HUD and LEAA (OJJDP/OCJP);

4. Coordinate and provide joint technical assistance with the LEAA/ACTION Urban Crime Prevention Program.

5. Monitor progress of project implementation and coordinate training and technical assistance provision as needed;

6. Conduct project evaluation(s);

7. Assume all project administrative, auditing, appeal and termination responsibilities;

8. Provide quarterly progress reports and financial reports to LEAA (OJJDP/OCJP/OCACP); and

9. Insure that quality, nationally recognized criminal justice and crime prevention professional expertise, administrative leadership, and administrative discretion exists at HUD at a sufficiently high level to implement the LEAA/OJJDP funds in a cost-effective way as part of the overall Urban Initiatives Anti-Crime Program and to gain the ongoing support of the outside criminal justice and crime prevention communities.

10. Administer the overall Urban Initiatives Anti-Crime Program according to the mandate of Congress, as initially set forth in the Public Housing Security Demonstration Act of 1978.

III. Amount

The LEAA/OJJDP will commit one million dollars ($1,000,000), the LEAA/OCJP will commit three hundred and forty thousand dollars ($340,000) and the LEAA/OCACP will commit sixty thousand dollars ($60,000) to this endeavor.

IV. Budget Information

A. Of the $1,000,000 which OJJDP will commit to the HUD Urban Initiati Anti-Crime Program, one hundred and fifty thousand dollars ($150,0 is to subsidize a four month PHA planning process and fifteen thous dollars ($15,000) for HUD support costs, with the balance provided action programming. OJJDP and HUD will review and approve each proposal submitted under this initiative to insure its budget is consistent with the joint guidelines established for effective programming.

Upon signing this agreement, OJJDP will prepare and submit to Treasury for execution a completed SF-1151 (Non-Expenditure Authorization).

B. Of the $340,000 which OCJP will commit to the HUD Urban Initiative Anti-Crime Program, twenty thousand dollars ($20,000) will be allocated to each of the 17 projects. The main funding category will be the salaries of Victim/Witness coordinators hired by the PHA, the range of which should be twelve to seventeen thousand dollars ($12,000-$17,000) per project. Remaining monies may be used to cover fringe benefits and conference costs.

Upon signing this agreement, OCJP will prepare and submit to Treasury for execution a completed SF-1151 (Non-Expenditure Authorization) for these funds.

C. Of the $60,000 which OCACP will commit to the HUD Urban Initiative Anti-Crime Program, all of the funds will be allocated for technic assistance through a contractor selected by HUD to selected LEAA/ACTION and HUD program participants. These funds will be transferred to HUD on SF 1081 (Expenditure Transfer).

V. Period of Agreement

This agreement shall be in effect for two years from the date of execution of this agreement.

Funds transferred under Section IV Part A shall remain available for obligation and expenditure for two years from the date of execution of this agreement.

Funds transferred under Section IV Part B shall remain available for obligation and expenditure for two years from the date of execution of this agreement.

Funds transferred under Section IV Part C shall remain available for obligation and expenditure for two years from the date of execution of this agreement.

Any funds unobligated and unexpended by HUD or its subrecipients shall revert to LEAA as of the date of expiration of this agreement.

Lawrence B. Simons
Assistant Secretary
Department of Housing and Urban Development

Homer F. Broome, Jr.
Acting Administrator
Law Enforcement Assistance Administration
Department of Justice

Cornelius M. Cooper
Assistant Administrator
Office of Community Anti-Crime Programs

Ira M. Schwartz
Administrator
Office of Juvenile Justice and Delinquency Prevention

INTERAGENCY AGREEMENT

I. PURPOSE

This Interagency Agreement is entered into between the Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) and the Department of Housing and Urban Development (HUD).

The purpose of the Agreement is to define ADAMHA's role in the HUD Public Housing Anti-Crime Demonstration Program that is part of the President's National Urban Policy.

II. BACKGROUND

HUD is authorized by the Public Housing Security Demonstration Act of 1978 "to provide for a demonstration and evaluation of effective means of mitigating crime and vandalism in public housing projects...." The means are to include, but not necessarily be limited to, "the improvement of physical security equipment for dwelling units...social and environmental design improvements, tenant awareness and volunteer programs, tenant participation and employment...."

A Notice announcing a competition among eligible public housing agencies will be issued shortly. Each applicant Public Housing Agency (PHA) is asked to submit a grant proposal that addresses the following seven basic strategies. The strategies have been built up from a systematic, comprehensive review by HUD of what has and has not been successful in the past, as well as on conferences in which tenants, public housing officials and consultants made their recommendations:

1. PHA RESPONSIBILITIES

1.1 Improved PHA Management of Crime Prevention—Including More and Better Trained PHA Controlled Public Safety and Community Service Officers

1.2 Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

2. PROGRAMS BY AND FOR TENANTS

2.1 More and Improved Tenant Organization Against Crime—Including Patrols, Surveillance, Education and Training of Tenants in their Roles and Responsibilities

2.2 Increased Full and Part-Time Employment of Tenants—Especially for Youths and Especially for Anti-Crime Activities in and Around the Project

2.3 More and Improved Services to Combat Crime or Assist Victims

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

3.1 Increased Use of Better Trained City Policy Officers

3.2 Stronger Linkages with Programs from City Hall and Other Sources Which Cotarget on the Project and the Surrounding Residential, Commercial and Industrial Neighborhoods.

The enclosed information sheet details some of the possibilities under each of these strategies.

III. PROVISIONS OF AGREEMENT

1. After HUD selects the public housing sites which will receive grant awards, ADAMHA will review them and determine which will receive ADAMHA resources in the form of funding, professional staff and technical assistance. As is feasible, ADAMHA will cotarget, coordinate and reshape FY 1979 and FY 1980 existing and, if available and appropriate, new resources. HUD understands that ADAMHA can make no specific dollar commitments at the time of the signing of this agreement, and that the resources available will require the cooperation and participation of State and local alcohol, drug abuse, and mental health authorities.

2. ADAMHA resources will be provided when appropriate for ongoing, new and innovative treatment and prevention programs directed at alcohol abuse, drug abuse and mental illness and targeted on the special needs of persons living in public housing.

3. Whenever possible, ADAMHA will physically locate its services in or near the public housing sites selected for awards. If needed, HUD agrees to physically rehabilitate such facilities to make them suitable for ADAMHA services.

4. The original Notice announcing the competition among PHAs to compete for the awards will describe ADAMHA's potential role, as specified above,and will encourage descriptions of program needs for alcohol abuse, drug abuse and mental health programs as part of the overall application. In developing these program descriptions, applicants will be encouraged to discuss their needs with the local alcohol, drug abuse, and mental healt facilities.

Gerald L. Klerman
Administrator
Alcohol, Drug Abuse and Mental Health Administration
U.S. Department of Health, Education, and Welfare

Lawrence B. Simons
Assistant Secretary for Housing;
U.S. Department of Housing and Urban Development

INTERAGENCY AGREEMENT

I. Purpose

This Interagency Agreement is entered into between the Department of Interior and the Department of Housing and Urban Development (HUD).

The purpose of the Agreement is to define Interior's role in the HUD Urban Initiatives Anti-Crime Program that is part of the President's National Urban Policy.

II. Authority

A. Interior

The Heritage Conservation and Recreation Service (HCRS) of the Department of Interior was authorized by Title X of the National Parks and Recovery Act of 1978, approved by the President on November 10, 1978 as Public Law 95-625, to administer the Urban Park and Recovery Program.

The Program will "provide Federal Grants to economically hard-pressed communities specifically for the rehabilitation of critically needed recreation areas, facilities, and development of improved recreation programs for a period of five years. This short-term program is intended to complement existing Federal programs such as the Land and Water Conservation Fund and Community Development Grant Programs by encouraging and stimulating local governments to revitalize their park and recreation systems and to make long-term commitments to continuing maintenance of these systems."

B. HUD

HUD was authorized by the Public Housing Security Demonstration Act of 1978 "to provide for a demonstration and evaluation of effective means of mitigating crime and vandalism in public housing projects...." The means are to include, but not necessarily be limited to, "the improvement of physical security equipment for dwelling units...social and environmental design improvements, tenant awareness and volunteer programs, tenant participation and employment...."

III. Description of the HUD Urban Initiatives Anti-Crime Program

A. Participation and Eligibility

Eligible recipients will be Public Housing Agencies (PHAs). A competition will be held among PHAs in which they apply for awards. The Notice announcing the competition will summarize HCRS's role as detailed below.

B. Program Areas

Each applicant PHA will be asked to submit a funding proposal that addresses the following seven basic strategies. The strategies have been built up from a systematic, comprehensive review by HUD of what has and has not been successful in the past, as well as on conferences in which tenants, public housing officials and consultants made their recommendations:

1. PHA RESPONSIBILITIES

1.1 Improved PHA Management of Crime Prevention--Including More and Better Trained PHA Controlled Public Safety and Community Service Officers

1.2 Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

2. PROGRAMS BY AND FOR TENANTS

2.1 More and Improved Tenant Organization Against Crime--Including Patrols Surveillance, Education and Training of Tenants in their Roles and Responsibilities

2.2 Increased Full and Part-Time Employment of Tenants--Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

2.3 More and Improved Services to Combat Crime or Assist Victims

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

3.1 Increased Use of Better Trained City Police Officers

3.2 Stronger Linkages with Programs from City Hall and Other Sources Which Co-target on the Project and the Surrounding Residential Commercial and Industrial Neighborhoods.

The enclosed information sheet details some of the possibilities under each of these strategies.

C. Selection

Approximately 20 awards will be made.

HUD will select semi-finalists in the competition. These PHAs will participate in personal or telephone conference call feedback sessions in which applications are critiqued. PHAs will have the option of revising their applications. HUD then will select finalists.

HCRS will be provided copies of the semi-finalist proposals. For any proposals which HCRS believes might allow for co-targeting of Urban Park and Recovery Program Funds, HCRS will participate in the feedback session and provide technical assistance on how to apply for Urban Parks funds. HCRS also will recommend to HUD which of these semi-finalists to fund. When PHAs do work out a plan with local government to submit an Urban Parks grant application, HCRS will make its decision on whether or not to grant such an award as soon as is possible, so as to coordinate with the implementation of the Anti-Crime Program.

IV. HCRS's Commitment, Powers and Obligations

A. HCRS is making no formal financing commitment at this time. However, HCRS will attempt to coordinate some of its Urban Parks funds with public housing projects which will receive HUD Anti-Crime funds and which can work out a plan with the Mayor's Office as part of the latter's Urban Parks application.

B. HCRS agrees that the Notice announcing the Urban Initiatives Anti-Crime Program will include a passage to the following effect:

> It is possible that a PHA may qualify for funds from the Urban Parks Program of the Department of Interior. Appendix ___ is a brief Program description. PHAs interested in the Program should indicate this in the application and describe their proposed involvement in the Work Plan. This should be done in conjunction with the designated representative from the Mayor's Office. Urban Parks grants will be funded through City Hall, so the PHA and the Mayor's Office will have to agree on how to coordinate. Such preliminary agreement should be indicated in the Work Plan. No separate application is necessary at this time.

C. HCRS agrees to submit to HUD quarterly reports on all HCRS activities that are part of the HUD Anti-Crime Program.

V. HUD's Commitment, Powers and Obligations

A. HUD has overall administrative responsibility and authority for the program.

B. HUD will provide up to $25 million in FY 1979 funds for the Progr Areas detailed in Part III.B. above.

C. HUD agrees to:

- Joint review by Interior and HUD of all projects in the Urban Initiatives Anti-Crime Program involving substantial recreation facility development/improvement or recreation programming;

- Joint review by Interior and HUD of any components of Urban Parks Program applications involving linkages with public housing authorities;

- Joint publicity of each others' programs through Interior and HUD vehicles—including specific information on who to contact (e.g., park agencies) at the local level to foster cooperative arrangements.

D. HUD agrees to submit to HCRS quarterly reports on the entire Progr

VI. Agreement

This Agreement betrween HCRS and HUD shall cover a period of 24 months, beginning on the date when the HUD Anti-Crime Notice is issued to Public Housing Agencies. Provided that funds are available, HCRS-HUD support shall continue for a minimum of 12 months, with an option to expand the program through amendments to this Agreement. The evaluation shall cover a minimum of 24 months.

AUG 17 1979

DATE

Chris T. Delaporte
Director
Heritage Conservation and Recreation
Service
U. S. Department of Interior

OCT 10 1979

DATE

Lawrence B. Simons
Assistant Secretary for Housing-
Federal Housing Commissioner
U. S. Department of Housing and
Urban Development

APPENDIX THREE

PROGRAM NOTICES

U. S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

H O U S I N G

NOTICE H 79-10 (PHA)

5/1/79
EXPIRES: 11/30/79

TO: Selected Public Housing Agencies

SUBJECT: Urban Initiatives Anti-Crime Program

I. POLICY AND PURPOSE

The Housing Act of 1937 states as a goal the provision of "decent, safe and sanitary" housing for every American family.

As part of President Carter's National Urban Policy, the Department of Housing and Urban Development (HUD) has directly addressed the goal of safety--through a comprehensive policy on crime prevention in public housing.

That policy has been further articulated, developed and refined by the Public Housing Security Demonstration Act of 1978.

The Urban Initiatives Anti-Crime Program announced in this Notice represents a synthesis and implementation of the Presidential Urban Policy and the Congressional security mandate.

The Program establishes a partnership among Federal agencies, Public Housing Agencies (PHAs), tenants and local governments. It recognizes that anti-crime programming must be tailored to the problems of individual communities.

This Notice invites PHAs with less than 1250 total public housing units in management to compete for awards. City-wide and county-wide PHAs are included. A separate Notice is announcing a competition among PHAs with 1250 or more total units in management.

Through a national competition, selected PHAs in different locations will receive awards. The PHAs must have serious crime and vandalism problems that can be substantially reduced by a comprehensive anti-crime program. PHAs must show evidence of a commitment and administrative capability for the successful implementation of such a program.

H:DISTRIBUTION: 138, 045, 061, W-1, W-2, W-3, W-3-1, W-4, R-1, R-2, R-3, R-3-1(H), R-3-2, R-4, R-4-1, R-4-2, R-5, R-5-1, R-5-2

II. FUNDING AVAILABLE

There is a total of $4.25M in FY 1979 funding available for the competition announced in this Notice.

The available resources are modernization loan authority from HUD, Community Development Block Grant (CDBG) discretionary funds from HUD, and Department of Labor (DOL) funds for youth employment and training provided under Youth Community Conservation and Improvement Projects (YCCIP).

The total amount available is distributed as follows:

$2.85M	HUD FY 1979 modernization loan authority.
$ .30M	HUD FY 1979 CDBG discretionary funds.
$1.10M	DOL FY 1979 YCCIP youth employment and training funds.
$4.25M	Total

The amount of the modernization loan authority is an approximation. The exact amount will vary according to the Minimum Loan Interest Rate.

The size of awards from this total will range from $.25M to $1.00M, depending on need and the number of units in the housing project(s) targeted by the PHA. The application can be PHA-wide, but PHAs are encouraged to target on housing projects and buildings with the greatest need. The project(s) or building(s) chosen must have at least 100 public housing units in management.

A local match of at least 10 percent of the total budget requested in a PHA's application also will be required. The match must involve noncapital, nonhardware funding and/or in-kind services.

After awards are made, additional programs and funds may be co-targeted by the following Federal agencies: The Law Enforcement Assistance Administration (LEAA), ACTION, the Community Services Administration (CSA), the Economic Development Administration (EDA), the Department of Health, Education and Welfare (HEW), the Department of Interior, and the Fire Administration.

III. PRELIMINARY APPLICATIONS

Interested PHAs shall submit three copies of a Preliminary Application to the Director, Urban Initiatives Anti-Crime Program,

Suite 6230, U. S. Department of Housing and Urban Development, 451 Seventh Street, S. W., Washington, D. C. 20410, by Friday, May 18, 1979 C.O.B. (5:30 PM Eastern Time).

Each Preliminary Application must include the following information:

1. For the overall law enforcement reporting area encompassed by the local government (e.g., city, town, or county), the official rate per 100,000 population) in calendar year 1977 of the following crimes reported by the local law enforcement agency to the Uniform Crime Reporting Division of the Federal Bureau of Investigation:

   - Murder
   - Forcible rape
   - Robbery
   - Aggravated assault
   - Burglary
   - Larceny-theft
   - Motor vehicle theft
   - Violent crime (the total of murder, forcible rape, robbery and aggravated assault)
   - Property Crime (the total of burglary, larceny-theft, and motor vehicle theft)
   - Crime Index Total (the total of violent crime and property crime)

2. For the geographically smaller law enforcement reporting areas in which the PHA's housing projects are located (all units under management), the same information as in Item 1. For example, if crime is reported by police precinct, then the PHA shall list crime rates just for the precincts in which its public housing projects are located. The PHA shall identify those precincts and list crime rates for all of them combined. Thus, if precincts 1, 3 and 7 were identified, the rate for murder would be the sum total in those three places.

   If there are no geographically smaller law enforcement reporting areas, this should be stated.

3. A letter signed by the head of the local law enforcement agency (e.g., Police Chief or Sheriff) certifying that the information supplied in Items 1 and 2 is accurate. (NOTE: This will be independently validated by HUD.)

4. The percentage of families receiving Aid for Dependent Children out of the total resident population managed by the PHA.

5. The percentage of elderly (65 and over) residents out of the total population.

6. For all units in management by the PHA, the percentages of highrise, walk up, and row house units.

7. A list of the number of housing projects in management by the PHA, the number of buildings in each project, and the number of units in each building.

8. A one page, single-spaced statement signed by the Executive Director of the PHA indicating the crime problem, what might be proposed to address the problem and the approximate amount of funding that would be requested from HUD and DOL.

IV. TIMETABLE

After HUD receives Preliminary Applications on May 18, 1979, the following timetable will be followed:

(1) Monday 21 May to Wednesday 23 May. PHAs will be notified whether they have been approved or disapproved for proceeding from a Preliminary Application to a Full Application.

Only some applicants will be allowed to proceed to a Full Application. Details of the procedure for Full Applications will be given to approved PHAs. Approved PHAs will be asked to address the Program Areas in the Appendix to this Notice.

(2) Friday, May 25 to Wednesday, June 6. Regional conferences will be held in San Francisco, Calif., Chicago, Ill. and Washington, D. C., to provide technical assistance to PHAs proceeding with Full Applications. Details on the conferences will be supplied to these PHAs.

(3) Monday, July 2. Full Applications will be due by C.O.B. (5:30 P.M., Eastern Time).

(4) Friday, July 13. PHAs will be notified whether they have been approved or disapproved as Semifinalists. Only some PHAs which submit Full Applications will be approved as Semifinalists.

(5) Monday, July 16 to Friday, August 10. Over this period, HUD will critique Semifinalist Applications through telephone conference calls or in-person meetings with PHAs. PHAs will be given the opportunity to revise their Applications. Concurrence by local (e.g., city or county) government will be required.

(6) Friday, August 24. PHAs will be notified whether they have been approved or disapproved for awards. Only some Semifinalists will be approved. Up to ten awards will be made.

If needed, HUD reserves the right to alter these dates, subject to prior notification of all parties involved.

V. SUSTAINABILITY

The Anti-Crime Program will make one-time awards. When salaries of personnel are requested, they can be funded for one year. Award winners will be required to demonstrate future substainability.

VI. THE ROLE OF TENANTS

HUD will require that the recognized tenant organization play a significant role in the application process and, should an award be made, the administration of the Program. For purposes of this Program, a "tenant organization" can include anything from a loosely-structured tenant activity group to a formally organized association with adopted by-laws.

VII. A-95 AND ENVIRONMENTAL WAIVERS

A-95 procedures shall be required for Semifinalists

A finding of inapplicability under the National Environmental Policy Act has been made and is on file with the rules docket clerk. This Notice does not set standards.

Issued at Washington, D. C., May 1, 1979.

Lawrence B. Simons
Assistant Secretary for Housing
Federal Housing Commissioner

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ATTACHMENT

PROGRAM AREAS

1. PHA RESPONSIBILITIES

1.1 Improved PHA Management of Crime Prevention--Including More and Better Trained PHA Controlled Public Safety and Community Service Officers

For example:

- Appointment of a highly qualified public safety coordinator for the Anti-Crime Program--who can relate to all of the below strategies, gain the support of other local agencies, and report directly to the PHA Director.
- Increased use of higher quality PHA public safety officers, guards and community service representatives--using a standard curriculum that teaches both crime deterrence and human service troubleshooting sensitive to tenant needs.
- Improvement of relations between PHA public safety personnel and police.
- Improvement of PHA-tenant screening and eviction policies in response to anti-social behavior.
- Improvement in the targeting of programs to specific tenant families and individuals associated with crime.
- Implementation of a training program for project managers and maintenance foremen to teach them to identify and remedy potential security problems.
- Maintenance of property at high levels--which may, for example, reduce vandalism of vacant projects for spare parts.
- More attention to the exterior personalization of buildings to facilitate tenant social interaction, pride and stake.
- Facilitation of tenant anti-crime organization.

1.2 Rehabilitation of Facilitaties to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

For example:

- Expansion and rehabilitation of on-site project and nearby neighborhood physical facilities to house employment, social, police and public safety anti-crime services.
- Improvement of T.V. and other surveillance, as well as indoor and outdoor lighting.
- Improvement of lobby access control and devices to facilitate tenant communication with police, public safety officers and community service representatives.
- Improvement of locks, peepholes, door/window protection, and alarms.
- Changes in physical design, spatial and circulation patterns, differentiated space, landscaping and fencing, and unit clustering to create defensible space, better protect tenants and allow them more control over their turf.

2. PROGRAMS BY AND FOR TENANTS

2.1 More and Improved Tenant Organization Against Crime--Including Patrols, Surveillance, Education and Training of Tenants in their Roles and Responsibilities

For example:

- Increased tenant cohesion and organization around crime prevention issues.
- Implementation of "turf reclamation" and a sense of territoriality through community service organizers.
- Expanded use of block/floor/lobby watches for surveillance.
- Improvement of tenant-police relations and implementation of neighborhood conflict resolution forums.
- Increased use of tenant anti-crime media campaigns, traveling crime prevention vans, educational workshops, crime reporting campaigns, and Operation Identification stenciling.
- Inclusion of tenants in the planning and implementation of the entire Anti-Crime Program.
- Provision of technical assistance and training to help tenants organize anti-crime efforts.

2.2 Increased Full and Part-Time Employment of Tenants--Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

Summary

Examples are as follows:

- Overall emphasis on "bridge" employment, training and counseling that moves away from illegal activities or legal "secondary market" jobs and towards legal "primary market" jobs.
- Implementation of successful strategies used in the Job Corps.
- Increased employment of tenants as community service officers, public safety officers, and lobby monitors.
- Improved training and counseling for tenant community service officers, public safety officers and guards--including sensitivity to the needs, values and life-styles of tenants.
- Increased training and employment of tenants to lead organized tenant anti-crime efforts and to increase tenant cohesion.
- Increased training and employment of tenants in anti-crime and related services--including activities like recreation, education, and cultural pursuits that help bring tenants together.
- Increased training and employment of tenants to install security hardware, make related capital improvements and architectural changes, and help maintain and rehab PHA property.

2.3 More and Improved Services to Combat Crime or Assist Victims/Witnesses

For example:

- Increased services that operate to directly reduce crime--especially alcohol abuse, drug abuse, crisis intervention and youth programs.
- Increased services that operate to assist victims/witnesses--including special programs for the elderly, single female household heads, victims of sexual abuse, and victims of child abuse.
- Increased neighborhood justice center, legal, mediation/arbitration and restitution services.
- Increased employment, child care, recreational, cultural, educational, financial and medical services.
- More assistance in securing police, property return and general criminal justice services.
- Improved coordination with Victim Compensation Boards.
- Improved police training in victim/witness services.
- Provision of technical assistance and training of outside professional staff and qualified tenants to administer these services.

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

3.1 Increased Use of Better Trained City Police Officers

Summary

Examples are as follows:

- Increased use of city police assigned to foot patrols, "verticale" patrols, family crisis intervention teams and two person team policing—with at least one partner having a cultural awareness of the tenant population and its needs.
- Improved academy training of police assigned to projects--so that they are both crime detererrs and human service troubleshooters accepted into and knowledgeable of the tenant community network.
- Improved relations among PHA public safety personnel, police and tenants--including improved reporting of crime, possibly through special hotlines.
- Implementation of precinct stations in projects.

Rationale

The Police Department is under the control of the Mayor, but law enforcement is so crucial for the HUD Anti-Crime Program that it needs to be broken out separately.

In addition, although PHA controlled and contracted public safety forces really are a management responsibility (see Section 1.1), they are discussed here because such forces are so closely tied to the police.

The traditional rationale for police in general is that they deter crime and apprehend criminals. This also is the basic rationale for PHA forces.

3.2 Stronger Linkages with Programs from City Hall and Other Sources Which Co-target on the Project and the Surrounding Neighborhoods--Residential, Recreational, Commercial and Industrial

Summary

Examples are as follows:

- Initiation by City Hall of comprehensive targeted anti-crime planning, coordination, funding and implementation that complements programs in specific housing projects with efforts in nearby residential, recreational, commercial and industrial areas.

- Increased anti-crime targeting and coordination from programs under local government and control--like Community Development Block Grants, CETA Prime Sponsor job slots, and criminal justice services.

- Increased anti-crime targeting and coordination from neighborhood organizations.

- Increased anti-crime targeting and coordination from business and industry, including the provision of employment opportunities.

- Increased anti-crime targeting and coordination from city level offices of Federal agencies--like CSA and ACTION.

- Increased anti-crime targeting and coordination from state agencies--for example, to gain HEW Title XX and LEAA State Planning Agency funds.

- Increased anti-crime targeting and coordination with Federal discretionary programs--like HUD Neighborhood Development Organization (NDO) grants HUD Neighborhood Strategy Area (NSA) grants, HUD Urban Development Action Grants (UDAG), HUD Section 701 planning grants, Economic Development Administration (EDA) grants and Department of Interior Urban Parks grants.

U. S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
HOUSING

NOTICE H 79-11 (PHA)

5/1/79

Expires: 11/30/79

TO: Selected Public Housing Agencies

SUBJECT: Urban Initiatives Anti-Crime Program for Public Housing Agencies with 1250 or More Public Housing Units in Total Management

I. POLICY AND PURPOSE

The Housing Act of 1937 states as a goal the provision of "decent, safe and sanitary" housing for every American family.

As part of President Carter's National Urban Policy, the Department of Housing and Urban Development (HUD) has directly addressed the goal of safety--through a comprehensive policy on crime prevention in public housing.

That policy has been further articulated, developed and refined by the Public Housing Security Demonstration Act of 1978.

The Urban Initiatives Anti-Crime Program announced in this Notice represents a synthesis and implementation of the Presidential Urban Policy and the Congressional security mandate.

The Program establishes a partnership among Federal agencies, Public Housing Agencies (PHAs), tenants and local government. It recognizes that anti-crime programming must be tailored to the unique needs and problems of individual communities.

This Notice invites PHAs with 1250 or more total public housing units in management to compete for funds. A separate Notice is announcing a competition among PHAs with less than 1250 units in management.

A National competition will select specific housing projects among PHAs in different locations. The housing projects must have serious crime and vandalism problems that can be substantially reduced by a comprehensive anti-crime program. The PHAs must show evidence of commitment and administrative capability for the successful implementation of such a program in the specific housing projects. Application and selection procedures are contained in this Notice.

II. ELIGIBILITY

A. Total Units in Management. The competition announced in this Notice is limited to PHAs with 1250 or more total public housing units in management. These can include city-wide and county-wide PHAs.

B. Project Specific Applications. The actual awards will not be PHA wide, but project specific. PHAs are asked to target on one public housing project. It can be family, elderly, or mixed in terms of age grouping. Applications that encompass more than one project will be considered--if the projects are contiguous to one another and if it can be demonstrated that comprehensive crime prevention for these projects is appropriate for whatever geographic area is covered.

The project(s) chosen must have a total of at least 200 public housing units in management. The project(s) must also have some form of tenant organization--which, for purposes of this program, can include anything from a loosely structured tenant activity group to a formally organized association with adopted by-laws.

C. Sustainability. This program represents a one time award. When salaries of personnel are requested, they can be funded for no more than one year. Applicant PHAs must demonstrate future sustainability of the Program as proposed.

III. TOTAL FUNDING AVAILABLE AND UPPER LIMITS TO BUDGETS PROPOSED BY PHAs

There is a total of $26M in FY 1979 funding available for the competition announced in this Notice.

A. Distribution of Funding Available. The available resources are modernization loan authority from the Department of Housing and Urban Development (HUD), HUD Community Development Block Grant (CDBG) discretionary funds and Department of Labor (DOL) funds for youth employment and training provided under Youth Community Conservation and Employment Projects (YCCIP).

The total amount available is distributed as follows:

$17.15M	HUD FY 1979 modernization loan authority
1.95M	HUD FY 1979 CDBG discretionary funds
6.90M	DOL FY 1979 YCCIP youth employment/training funds
$26.00M	

The amount of modernization loan authority is an approximation. The exact amount will vary according to the Minimum Loan Interest Rate.

B. Upper Limits to Budgets Proposed by PHAs. HUD and DOL will not

set down rules on what proportion of a total funding request shall consist of HUD modernization funds, what proportion HUD CDBG discretionary funds, and what proportion DOL YCCIP youth employment and training funds.

However, PHAs must address the Program Areas listed in Section IV, and this will effect the distribution of funding from different sources.

In terms of the maximum total amount of the Federally funded awards requested by a PHA in an application, the following guidelines shall be followed:

If the Project(s) Targeted for the Anti-Crime Program Contain:	The Total Federal Amount Requested Shall Be:
200 - 1000 units	Up to $ .50M
1001 - 2000 units	Up to $1.00M
2001 - 3000 units	Up to $2.00M
3001 - 4000 units	Up to $3.00M
4001+ units	Up to $4.00M

These are upper limits. An applicant PHA can request less than the maximum.

HUD and DOL reserve the right to adjust the size of awards on a case-by-case basis.

C. Upper Limits to Budgets Proposed When The Project(s) Have Received Urban Initiative Rehab/Management Awards. A project which has received an Urban Initiative Rehab/Management award can be (but is not required to be) proposed by a PHA for an Anti-Crime award.

However, if an Urban Initiative Rehab/Management housing project is proposed, Urban Initiative Anti-Crime modernization funds will not be available for new modernization loan authority. Instead, HUD will require that some of the Urban Initiative Rehab/Management modernization funds already awarded be applied to the Anti-Crime Program.

Hence, Anti-Crime applications targeted on Rehab/Management housing projects can only request HUD CDBG discretionary and DOL YCCIP youth employment and training funds--but such applications must present a comprehensive plan that includes some of the Rehab/Management modernization funds for physical security.

In terms of the total size of the award (for HUD CDBG plus DOL YCCIP funds) requested by a PHA in such an application, the following

guidelines shall be followed:

If the Project(s) Targeted for the Anti-Crime Program Contain:	The Total Federal Amount Requested Shall Be:
200 - 1000 units	Up to $ .17M
1001 - 2000 units	Up to $ .33M
2001 - 3000 units	Up to $ .67M
3001 - 4000 units	Up to $1.00M
4000+ - units	Up to $1.33M

D. Other Sources of Funds. In addition to the $26M of Federal funds announced in this Notice, other Federal funds later may be co-targeted to semifinalists in the competition, and at least 10 percent of the total budget proposed in an application shall be noncapital and nonhardware local matching funds and/or in-kind services. This is explained in Section V.

IV. PROGRAM AREAS

In response to widespread crime and fear of crime in public housing, HUD sponsored a series of conferences and reviews in 1978 to assemble the most knowledgeable anti-crime stategies based on the most recent information. On September 12 and 13, PHA officials, tenants and security directors were asked for recommendations at a conference in Washington, D.C. On October 2 and 3, other practitioners and experts were asked for their recommendations at another Washington, D.C. conference. HUD staff and an outside contractor also systematically reviewed what has and has not been successful--drawing on the TPP experience as well as many other programs.

The consensus from all of these perspectives was that no single approach has the answer to reducing crime in and around public housing. But there was agreement that a comprehensive approach must be taken in which the PHA, tenants and local authorities are equal partners in addressing both short run symptoms and long run causes. Broadly speaking, the most frequently proposed Program Areas were as follows:

1. PHA RESPONSIBILITIES

Program Area 1.1 Improved PHA Management of Crime Prevention--including More and Better Trained PHA Controlled Public Safety and Community Service Officers

Program Area 1.2 Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

2. PROGRAMS BY AND FOR TENANTS

Program Area 2.1 More and Improved Tenant Organization Against Crime--Including Patrols, Surveillance, Education and Training of Tenants in Their Roles and Responsibilities

Program Area 2.2 Increased Full and Part-Time Employment of Tenants--Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

Program Area 2.3 More and Improved Services to Combat Crime or Assist Victims/Witnesses

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

Program Area 3.1 Increased Use of Better Trained City Police Officers

Program Area 3.2 Stronger Linkages with Programs from the Office of the Chief Executive Official of Local Government and Other Sources Which Co-Target on the Project and the Surrounding Neighborhoods--Residential, Recreational, Commercial and Industrial

Issued along with this Notice is the HUD Urban Initiatives Anti-Crime Guidebook. The Anti-Crime Guidebook gives the rationale for each of the preceding Program Areas, suggestions on what has worked in the past and evaluations of exemplary efforts.

PHAs are advised to familarize themselves with the Anti-Crime Guidebook and to submit a comprehensive application. A comprehensive application must address each of the above Program Areas--1.1, 1.2, 2.1, 2.2, 2.3, 3.1, and 3.2.

V. WAYS TO ADDRESS THE PROGRAM AREAS

The Program Areas outlined in Section IV and detailed in the Anti-Crime Guidebook accompanying this Notice can be addressed in a number of ways. In its application, a PHA can:

A. Request funds from the $17.15M HUD modernization loan authority set-aside. (HUD will advise semifinalists on specific application requirements.)

B. Request funds from the $1.95M HUD CDBG discretionary set-aside. (HUD will advise semifinalists on specific application requirements.)

C. Request funds from the $6.90M DOL YCCIP youth employment and training set-aside. (DOL will advise semifinalists on specific application requirements.)

D. Demonstrate a plan for implementing programs from other Federal agencies--which may co-target additional funds after HUD and DOL designate semifinalist awardees.

E. Include a local match of appropriate noncapital and nonhardware programs equal to at least 10 percent of the total budget proposed. NOTE: this is a requirement, not an option.

F. Demonstrate that some Program Areas already are addressed by ongoing efforts in the targeted project(s). Such efforts should already be in place and require no new financing.

G. Propose managerial and organizational changes which do not require new funding.

In other words, a PHA might address some Program Areas through requests for HUD and DOL funds, some by suggesting how other Federal agencies might later co-target funds, some through the required minimum 10 percent local nonhardware match, some through activities already ongoing or security items in place, and some through managerial changes.

More than one of these ways of addressing the Program Areas might be applied to any one Program Area. For example, both Federal and local resources might be proposed for tenant anti-crime activity (Program Area 2.1), services (Program Area 2.2), or comprehensive area-wide links and public/private partnerships (Program Area 3.2).

It will help clarify the Program to review more carefully each of these ways (A through G) to address the Program Areas:

A. Funds from the $17.15 HUD modernization loan authority set-aside. The HUD modernization loan authority must be used to address Program Area 1.2 (rehabilitation of facilities and physical design for target hardening).

Eligible modernization activities are set forth in 24 CFR Part 868 and the HUD Low Income Modernization Program Handbook 7485.9.

Based on these regulations, the Anti-Crime Guidebook which accompanies this Notice suggests the kinds of modernization uses that are encouraged in the Program.

One such use is to rehabilitate public housing units physically so that they can house anti-crime activities--e.g., tenant crime

prevention centers, social service and youth centers, runaway and halfway houses, job training centers, PHA security force headquarters, and police precinct stations on the project grounds. The purchase of new furniture or non-expendable equipment for such facilities also is an eligible modernization work item in Handbook 7485.9.

Other uses described in the Anti-Crime Guidebook include target hardening (windows, doors, locks, lighting, fencing, etc.), lobby access control, television surveillance, changes in circulation patterns, and redesign to create defensible space. Such uses translate directly into eligible modernization work items. Appendix 1 of Handbook 7485.9 lists some, though not all, of such security-related work items. The numbers shown here are the numbers from the longer list of items in the Handbook:

14. Installation of new windows and doors.

25. Installation or replacement of cathodic protection systems.

29. Initial installation of fire and smoke detection and control equipment.

30. Initial installation of security equipment, including dead-bolt door locks, security screens, peep holes, electronic crime detection equipment, radio equipment, yard lighting, etc.

32. Installation of new mailboxes.

36. Construction of new sidewalks, exterior steps and stoops, driveways, etc.

38. Installation of traffic and parking barriers.

44. Development of outdoor recreational facilities and improvement of existing playground areas.

48. Landscaping, including planting of new trees and shrubs.

49. Installation of functional art items, such as visually appealing water fountains which serve as sprinkling or wading pools for children; artistically designed tot lots and playgrounds equipped with fantasy animal characters or objects; decorative trash receptacles that encourage usage; etc.

50. Initial purchase or replacement of nonexpendable equipment.

52. Architectural, engineering, and other consultant fees necessary to plan, design, and implement all or part of the modernization work.

53. Studies to determine the feasibility of proposed work and extent of needed work.

54. Salaries of technical and non-technical PHA personnel assigned full-time or part-time to the modernization program.

Regular modernization processing requirements as set forth in 24 CFR Part 868 and Handbook 7485.9 will be modified in the following ways for the Anti-Crime Program:

1. The modernization preliminary application shall be incorporated as part of the Anti-Crime Program application that the PHA makes in response to this Notice.

2. The Anti-Crime Program application shall be sent to HUD Central Office with a copy to the Manager of the HUD Area Office.

3. The HUD Area Office will make comments and recommendations to HUD Central Office on each Anti-Crime application, including modernization. The Area Office will review all proposed modernization work items for eligibility and review the budget for these items.

4. Based in part on Area Office recommendations, HUD Central Office will determine semifinalists and then finalists, as described in Section VI, below.

5. After Anti-Crime awards are made, the modernization Joint Field Review will be conducted by both Central Office and Area Office staff. The PHA then will submit a Modernization Final Application to the HUD Area Office, with a copy to HUD Central Office.

6. As part of the approval of the overall Anti-Crime Work Plan which award winners will be required to submit, HUD Area Offices will approve Modernization Final Applications--subject to concurrence by HUD Central Office.

B. Funds from the $1.95M HUD CDBG discretionary set-aside. This funding may address some activity in parts of Program Areas 1.1 (PHA management, public safety personnel and planning), 2.1 (tenant anti-crime programs), 2.2 (services), 3.1 (police) and 3.2 (comprehensive area-wide links and public/private partnerships). It also is meant

to cover some supervisory personnel and training needed in various Program Areas.

See the Anti-Crime Guidebook for suggestions and evaluations of activities in these Program Areas.

PHAs shall work with local government in requesting CDBG discretionary funding. HUD will advise semifinalist PHAs on more specific application requirements and eligible items that pertain, in keeping with activity allowable in discretionary CDBG programs. For PHAs which reach the semifinalist stage, an application shall be made for these funds by the local government. For PHAs which receive awards, the grantee for the CDBG funds shall be the local government--which shall target the funds on the PHA.

C. Funds from the $6.90M DOL YCCIP Youth Employment and Training Set-Aside. This $6.90M covers jobs for youth living in housing projects receiving anti-crime awards.

1. The activity covered by these funds shall operate under the same rules as DOL formula-funded YCCIP projects, governed by P.L. 95-524, Title IV, Part A. Subpart A.

The YCCIP legislation encourages labor intensive employment for improvements of lasting value to the community. This should be work which otherwise would not be undertaken at the time by existing public programs.

2. In terms of the Program Areas laid out in this Notice, the YCCIP funding addresses Program Area 2.3 (project youth employment). Whenever possible, the jobs provided shall be used to carry out activities in the other Program Areas. In effect, the YCCIP legislation places an emphasis on employing and training project youths in the physical rehabilitation, security-related modernization and other activity of Program Area 1.2.

However, the YCCIP legislation can also allow for employing and training project youths as PHA management security guards or public safety assistants in Program Area 1.1; staff for tenant-related anti-crime activity in Program Area 2.1, staff and paraprofessionals for services in Program Area 2.2; staff to assist police in Program Area 3.1; and staff to work with local government and other organizations in Program Area 3.2.

See the Anti-Crime Guidebook for suggestions on and evaluations of such youth employment programs.

3. Eligible job recipients must be aged 16 to 21, unemployed or underemployed and live in the housing project(s) targeted for the Anti-Crime Program.

4. The upper limit on the number of job slots that a PHA may request is 100. One job slot covers 12 months of work at 35 hours per week. A slot can be applied to more than one person over the 12 months and to full or part time employment. For example, one slot might be applied to one person working full time for six months and then another working full time for six months. Or the slot might be taken by two persons working part time over 12 months, etc.

Each participant shall be limited to a maximum enrollment of 12 months with no more than two terminations and reenrollments, provided age eligibility is met at the time of each reenrollment.

5. In terms of how the total amount requested by a PHA for YCCIP programming can be distributed:

- At least 65 percent of the funds shall be used for participant wages and fringe benefits, unless adequate justification is provided in the proposal.

- No more than 10 percent may be used by applicants for administrative costs.

- Any remaining funds may be used for project related training of participants, project supervisors, service to participants, and for the acquisition, lease, or rental of materials, equipment, and supplies.

The PHA shall provide relevant employment, classroom and on-the-job training, professional supervision and work development. The objective is to transfer skills to later jobs with the PHA or other public or private employers in labor market sectors where there is a demand.

6. An initial orientation period of approximately one week should be provided. Training must be directly related to a participant's job. Where school youth are served, they must be in a structured combination work and education program. Educational agencies are to be encouraged to award academic credit for the competencies that participants gain from their employment.

7. Each project shall have an adequate number of skilled supervisors. There shall be at least the ratio of one full-time supervisor to every 12 youths, unless satisfactory justification for another ratio is provided. Supervisors shall have the skills needed to carry out the project and shall be able to instruct participants in those skills.

8. PHAs are encouraged to coordinate with the local labor movement (e.g., the local labor council) and may want to contact the local CETA prime sponsor for suggestions.

9. Further guidelines will be given to semifinalist PHAs.

D. Plans for implementing programs from other Federal agencies -- which may co-target additional funds after HUD and DOL designate semifinalist awardees. The Law Enforcement Assistance Administration (LEAA), ACTION, the Community Services Administration (CSA), the Economic Development Administration (EDA), the Department of Health, Education and Welfare (HEW), the Interior Department, and the Fire Administration may co-target additional funds once semi-finalist and finalist award winners are determined by HUD.

These agencies cannot make a formal financial commitment at this time. However, the following summarizes the programs which the agencies may later co-target.

If a PHA is interested in any of these programs, its interest should be specified in the application--along with the kind of activity that would be implemented.

More complete procedures for applying for the following programs will be disseminated to PHAs which show an interest in them and reach the semifinalist stage of the competition:

1. LEAA. LEAA may co-target several discretionary grant programs--including the Community Anti-Crime Program (summarized in Appendix 1) and the Comprehensive Crime Prevention Program (summarized in Appendix 2). These efforts address Program Areas 2.1 (tenant anti-crime activities), 2.2 (services), 3.1 (links with the police), and 3.2 (area-wide links and public/private partnerships).

The new LEAA Victim/Witness Program presently is being formulated and may be co-targeted. Interested PHAs are advised to review the victim/witness illustrations in the Anti-Crime Guidebooks under Program Area 2.2 (services) and make proposals accordingly.

In addition, LEAA and ACTION soon will announce a new crime prevention program which may include tenant/community anti-crime activities, as well as city-wide anti-crime coalitions. Details of this program are not yet available. However, PHAs with an interest are encouraged to include in their proposals the possibility of working with the LEAA-ACTION effort. More information will be supplied to PHAs which make this inclusion and reach the semifinalist stage.

2. ACTION. Independent of the new LEAA-ACTION crime prevention program, ACTION may co-target VISTA volunteers (see Appendix 3 for a description) in Program Areas 2.1 (tenant anti-crime), 2.2 (services), 3.1 (linkages with police) and 3.2 (linkages with neighborhood organizations).

3. CSA. CSA may provide small supplements to Community Action Agencies (CAAs) with activities co-targeted on housing projects receiving awards. Those activities may address Program Areas 2.1 (tenant anti-crime activities), 2.2 (services), and 3.2 (linkages with neighborhood organizations). PHAs are encouraged to contact CAAs and write them into applications.

4. EDA. Activities proposed by PHAs in coordination with local government that include a significant economic development component may qualify for EDA assistance, subject to the availability of funds. Much of such assistance is limited to geographical areas designated by EDA. Program Area 3.2 (area-wide linkages and public/private partnerships) would be addressed.

5. HEW. HEW may co-target funds through the Alcohol, Drug Abuse and Mental Health Administration (ADAMHA), the Administration on Aging (AoA), and the Administration on Children, Families and Youth (ACYF). The funds generally address Program Area 2.2 (services).

ADAMHA may consider funding, professional staff and technical assistance for ongoing, new and innovative treatment and prevention programs. They would be directed at alcohol abuse, drug abuse and mental illness and targeted on the special needs of persons living in public housing. Such services may be physically located in or near public housing projects receiving Anti-Crime awards. Applicants are encouraged to provide descriptions of program needs for alcohol abuse, drug abuse and mental health programs as part of their overall Anti-Crime application. In developing these descriptions, applicants are encouraged to discuss their needs with State and local alcohol, drug abuse and mental health agencies and professionals.

In keeping with the provisions of the Older Americans Act of 1978, AoA may consider the location of multi-purpose senior centers in some housing projects receiving Anti-Crime awards. This would be done through agreements with local Aging agencies. AoA may consider service and technical assistance funding for such centers.

ACYF administers the Runaway Youth Act, which provides shelter, services and technical assistance for runaway or homeless youth. Where feasible, ACYF will encourage the development of working relationships among its grantees and the youth and service activities of the Anti-Crime Program. Where feasible, ACYF may participate in the delivery of technical assistance. It will attempt to locate its programs in PHA facilities and HUD-owned inner city properties.

6. Interior Department. Through Interior's Heritage Conservation and Recreation Service (HCRS), funds from the Urban Park Program may be co-targeted to neighborhoods nearby public housing projects receiving awards. Such funding would require careful corrdination between the PHA and the Office of the Chief Executive of the local government. (See Appendix 4 for questions and answers on the program.) This would address Program Area 2.2 (services, including recreation) and Program Area 3.2 (area-wide linkages, including nearby places of recreation).

More generally, HCRS will be included in the Anti-Crime Program decision-making process on all recreational facilities.

7. Fire Administration. In keeping with the provisions of P.L. 43-498, the Fire Administration may target technical assistance, as available, on arson prevention and control in and around public housing sites receiving Anti-Crime awards.

E. A local match of appropriate nonhardware programs equal to at least 10 percent of the total budget proposed. NOTE: This is a requirement, not an option. Consistent with the President's National Urban Policy and the Public Housing Security Demonstration Act of 1978, the Anti-Crime Program seeks local partnerships among tenants, PHA officials, other local officials and the private sector. To demonstrate such cooperation, a local match is required equal to at least 10 percent of the total budget proposed in the application.

The match cannot cover physical modernization, rehab, hardware and related items under Program Area 1.2. The match must cover activities, professional and supervisory staff, salaries and related items under any of the other Program Areas--1.1, 2.1, 2.2, 2.3, 3.1. and 3.2.

The match can consist of local funds, local services and transfers

of staff to work on the Program.

In order to emphasize flexibility and imaginative leveraging of diverse local resources, HUD will only illustrate what might be matched. Examples include Community Development Block Grant funds under the control of the Chief Executive Officer of the local government; dollar and staff contributions by the police, other local government, foundations, and profit or nonprofit organizations; and salaries of professionals hired for the Program to work on community-tenant anti-crime, social and human services, employment training, employment supervision, police, other criminal justice and planning activities.

PHA funds--e.g., operating subsidies--also can be used. However, for purposes of meeting the 10 percent match requirement, such funds must be for new anti-crime programs, not ongoing anti-crime programs.

F. Program Areas already addressed by ongoing efforts in the targeted project(s). Such efforts should be in place and require no new financing. Some targeted housing projects may already have efforts in place that address one or more Program Areas. If this can be demonstrated, then the PHA, if it so chooses, needn't necessarily initiate any new activity in this Program Area. For example, a project may already have adequate security hardware--so it might forego new efforts in Program Area 1.2 and concentrate on the other Program Areas.

(Note that ongoing programs can be used to satisfy the requirements that the PHA include activities for each Program Area--but cannot be used to satisfy the 10 percent local match.)

G. Proposed managerial and organizational changes which do not require new funding. Some Program Areas--in particular Program Area 1.1 (improved PHA public safety management) may be partially or wholly addressed by organizational and related improvements that reallocate existing PHA resources or alter existing procedures without costing more money. See the Anti-Crime Guidebook for suggestions.

VI. CRITICAL DATES

The critical dates and periods of time for the competition are as follows. If needed, HUD reserves the right to alter the dates, subject to prior notification of all parties involved:

1. Announcement of Competition: Monday, April 30, 1979. All eligible PHAs will be sent the Notice.

2. Regional Conferences: Friday, May 18 to Friday, June 1. The purpose of each one-day conference, held in a different part of the country, will be to provide technical assistance and answer questions on how to fill out the application. PHAs are encouraged but not required to attend. If they do, they

are required to have at least one PHA and one tenant representative. Representatives from local government and the police department also are encouraged to attend. Attendees must pay their own expenses.

Each conference will include a 9:00 a.m. to 12 noon and a 2:00 p.m. to 5:00 p.m. question/answer session. There will be no other notification of the conferences. Times and places are as follows:

Washington, D.C. On Friday, May 18, 1979. For PHAs in HUD Region III (Philadelphia). In Room 10233 (Departmental Conference Room) of HUD Headquarters, 451 Seventh Street, S.W., Washington, D.C.

New York, New York. On Wednesday, May 23, 1979. For PHAs in Regions I (Boston) and II (New York). In Room 305C, 26 Federal Plaza, New York, 10007.

San Francisco, California. On Thursday, May 24, 1979. For PHAs in HUD Regions VIII (Denver), IX (San Francisco), and X (Seattle). At 215 Fremont Street, San Francisco, California. (Signs in the lobby will designate a room.)

Chicago, Illinois. On Tuesday, May 29, 1979. For PHAs in HUD Regions V (Chicago), VI (Ft. Worth) and VII (Kansas City). In Room 2025, 300 South Wacker Drive, Chicago, Illinois.

Atlanta, Georgia. On Friday, June 1, 1979. For PHAs in HUD Region IV (Atlanta). In the auditorium of the Richard B. Russell Building, 75 Spring Street, Atlanta, Georgia.

3. Preliminary Competition Deadline: Friday, June 22, 1979, 00? (5:30 p.m., Eastern Time). In addition to the PHA, tenants must be involved in developing grant applications. Representatives from the Office of the Chief Executive Officer of the local governing body and the police department also must be involved. Applications should be sent to: Director, Urban Initiatives Anti-Crime Program, Suite 6230, U.S. Department of Housing and Urban Development, 451 Seventh Street, S.W., Washington, D.C. 20410. A copy must be sent concurrently to the appropriate HUD Area Office Manager.

4. Review of Preliminary Applications by HUD: Saturday, June 23 to Thursday, July 12, 1979. Assisted by recommendations from the Area Offices, a Central Office Review Committee will evaluate all proposals.

5. Notification of Semifinalists: Friday, July 13, 1979. By telephone and letter, HUD will designate some PHAs as semifinalists and inform the others that their applications have not

been approved. The designation of semifinalists will not assure an award. Only some of the semifinalists are likely to receive awards. Appointments will be made with semifinalists to review their proposals with Central Office staff.

6. Technical Assistance Feedback by HUD to Semifinalists: Monday, July 16 to Friday, July 27, 1979. By telephone conference call or through a meeting in Washington, D.C., HUD Central Office staff and staff from other involved Federal agencies will critique the application of each semifinalist PHA. PHA, tenant and other representatives who come to Washington must pay their own way.

7. Revised Application Submitted by Semifinalists: Monday, July 30 to Friday, August 10, 1979. Each semifinalist PHA will have 14 days after the technical assistance feedback session to submit a revised application. Revisions are not required. The decision to revise is up to the PHA, based on the HUD critique. Submission of a revised application will not assure an award.

8. Notification of Awards: Friday, August 24, 1979. By telephone and letter, HUD will designate some semifinalists as award winners and inform others that their applications have not been approved. Up to 20 awards will be made. An application may be approved at a different level of funding from that proposed by the PHA.

Award "approval" is tentative--subject to the satisfaction of technical processing requirements. Funds cannot be drawn upon until Work Plans are approved for award winners. (A PHA's winning application will become its "Work Plan" subject to further refinement.)

For HUD modernization, funds may not be requisitioned against the approved modernization cost until all modernization requirements are met and the ACC has been executed.

Similarly, all requirements for HUD CDBG discretionary funds, DOL YCCIP youth employment and training funds, and funds from any other participating agencies must be met for Work Plan approval.

9. Refinement and Approval of Work Plans: Monday, August 27 to Friday, December 28, 1979. Over this time, site visits will be made to award winners by a technical assistance group composed of HUD Central and Area Office staff and other Federal agency staff. These site visits will incorporate the Joint Field Reviews required in modernization application processing.

The group making the site visits will work with a local Anti-Crime Oversight Team. Every award winner shall organize an Anti-Crime Oversight Team--with representatives from HUD Central Office (CO), the HUD Area Office, the PHA, the tenant organization, the Office of the local government's Chief Executive, the Police Chief's office, and any other public or private contributors to the program. The PHA representative shall be the Anti-Crime Program Public Safety Coordinator.

In places already receiving Urban Initiative Rehab/Management grants, the Anti-Crime Oversight Team will be the existing MAP Team--plus the Program Public Safety Coordinator, a representative from the police, and a representative from any other contributor to the program.

The technical assistance group from HUD CO and other Federal agencies will propose to the Anti-Crime Oversight Team refinements in the Work Plan. If there are disagreements, negotiations will seek a compromise solution.

Revised Work Plans also will include Modernization Final Applications.

As part of the refinement of the Work Plan, an agreement must be reached on the exact amount of funds designated for tenant anti-crime activities (Program Area 2.1). The PHA must agree to establish an imprest fund for these monies and to advance each month a specified amount to the recognized tenant organization, which shall then administer all activities under Program Area 2.1.

All HUD CDBG discretionary funds will require concurrence by the Chief Executive of the local government.

Final approval of the Work Plan shall be made by the HUD Assistant Secretary for Housing in consultation with the PHA Board of Commissioners and other appropriate individuals. The Assistant Secretary for Housing shall have the authority to modify the level of funding, modify the kind of programs, or rescind an award if, at a later date, an agreement cannot be reached on a Work Plan.

It is anticipated that some award winners may be ready to proceed almost immediately with their Work Plans--while others may require more time to demonstrate that they can actually implement what they have proposed on paper, have assessed all the housing project's vulnerabilities, and have a local Anti-Crime Oversight Team that can function effectively.

10. Hotline Open for Questions: Monday, April 30 to Friday, December 28, 1979. Throughout this entire process, HUD CO

staff will answer questions. Call 202-755-2980 or 202-755-6460. These are not toll free numbers.

VII. ADMINISTRATION AND MONITORING

After the Work Plan is approved, the Program and its funding shall be administered on a day-to-day basis by the PHA, with the Anti-Crime Public Safety Coordinator having the lead and reporting directly to the PHA Executive Director.

When programs and funding are co-targeted by Federal agencies other than HUD and DOL, and when these Federal agencies retain administrative control, the Anti-Crime Public Safety Coordinator shall be responsible for integrating all activities.

All tenant anti-crime activities under Program Area 2.1 that may be financed through HUD CDBG discretionary funding shall be administered by the recognized tenant organization, through the PHA's monthly imprest fund described in Section VI.

The PHA shall have ultimate administrative authority, but shall be guided by the recommendations of the Anti-Crime Oversight Team. All major decisions shall be cleared with the Team.

The PHA shall submit Quarterly Reports to HUD CO on the Program. The Reports must first be cleared and revised according to the recommendations of the Anti-Crime Oversight Team.

For modernization, the HUD Area Office will have customary authority to approve requisitions.

In addition, HUD CO Anti-Crime Program Staff shall carefully monitor PHA activities and accounts--through site visits (accompanied by other Federal agency staff), standard monitoring requirements, and consultation with Area Office staff. As needed, HUD CO will require programmatic and budget modifications over the course of the Program.

VIII. TENANT INVOLVEMENT AND CIVIL RIGHTS REQUIREMENTS

All participating PHAs must comply with applicable laws pertaining to equal opportunity, as set forth in 24 CFR Section 868.4, and involve tenants in the planning and administration of the Program, as set forth in 24 CFR Section 868.5

The recognized tenant organization shall play a significant role in the preparation of the application, refinement of the Work Plan and administration of the Program. The application must demonstrate such involvement.

The recognized tenant organization shall be represented on the

Anti-Crime Oversight Team and shall administer tenant anti-crime activities under Program Area 2.1. Funds for these activities shall be advanced each month by the PHA to the recognized tenant organization through the imprest fund described in Section VI.

IX. TECHNICAL ASSISTANCE DURING PROGRAM IMPLEMENTATION

Section VI specifies the technical assistance available from HUD and other agencies during the application process.

Over this time, PHAs and tenants are encouraged to consult with and gain technical assistance from various other entities--like local and state government, the police department, other Federal agencies and other public and private groups.

No consulting or technical assistance fees during this application period before awards are announced can be charged to the HUD Anti-Crime Program or entered into the Program budget as part of the application.

Technical assistance is an eligible work item according to Appendix 1 of Handbook 7485.9, which identifies:

> Architecture, engineering, and other consultant fees necessary to plan, design, and implement all or part of the modernization work.

To the extent that technical assistance for implementation of a comprehensive anti-crime effort is not permitted under Handbook 7485.9, HUD will allow PHAs to request up to $10,000 more in technical assistance (from the HUD CDBG discretionary funds available for the Anti-Crime Program).

HUD reserves the right to decide on, revise and adjust all requests for technical assistance.

As stated in Section V.C.5., at least 65 percent of the total DOL YCCIP funds applied for must be used for participant wages/benefits and no more than 10 percent for PHA administrative costs. Remaining funds may be used for "training of participants, project supervisors, and service to participants," among other items. Such activities address forms of technical assistance.

Technical assistance also may be available during implementation from other Federal agencies involved in the Anti-Crime Program. However, applicants should not at this time request technical assistance from other agencies as a budget line item.

X. EVALUATION

An evaluation by an outside, independent contractor will be commissioned to assess the Program. HUD CO will finance the evaluation with funds in addition to the set-aside for the actual program.

XI. SUBMISSION REQUIREMENTS

In order not to overburden PHA staffs in preparing proposals for the Program, HUD requests applications not longer than 20 pages. Supplementary material can be included in Appendices. Three copies of the application must be received by COB on Friday, June 22, 1979. They should be sent to: Director, Urban Initiatives Anti-Crime Program, Suite 6230, U.S. Department of Housing and Urban Development, Washington, D.C. 20410. An additional copy should be sent concurrently to the Manager of the appropriate HUD Area Office.

Each application must include the following information:

1. A brief description of the housing project(s) chosen--location, age, number of units in management, design, whether family or elderly or mixed, vacancy and turnover rates, rehabilitation and modernization needed, management and social problems, and plans already underway to improve the situation. If available, maps and pictures would be helpful.

2. To the extent possible, a brief profile of the tenants in the project chosen--including income distribution, unemployment rates (especially for ages 16-21), sex distribution, race distribution, percent of persons on AFDC, and percent of single parent families.

3. A brief description of relevant characteristics of the surrounding neighborhood and the city as a whole, including unemployment rates. If available, maps and pictures would be helpful.

4. To the extent that information is available, a profile of crime rates in the project, the surrounding neighborhood, and the city as a whole. The relevant crimes are vandalism to dwelling units, associated property, and automobiles; physical assaults; sexual assaults; robbery; gang violence; drug abuse (sales, distribution and use); burglary; purse snatching; larceny; and auto theft. If available, maps showing crime patterns would be helpful.

5. A proposal that responds to the identified problems in a comprehensive way, identifies specific crimes that will be targeted in the Program and addresses each of the Program Areas outlined in Section IV and detailed in the Program Guidebook. Describe how each Program Area will be addressed, as explained in Section V of the Notice. Conclude with a summary of how everything proposed fits together in a complementary, reinforcing comprehensive way.

6. A summary of past PHA anti-crime experience. Append program writeups, if available.

7. A description of the PHA staff resources to be used in planning and implementing the Program. Identify by name and title the present PHA staff member or to-be-hired staff member who will serve as Public Safety Coordinator for the entire Program. This will be the official PHA contact--responsible directly to the PHA Director. Demonstrate why the Public Safety Coordinator has the ability and experience to relate to all the Program Areas--management, hardware, tenants, services, employment, police and PHA security personnel, and area-wide links.

8. A resolution by the PHA Board of Commissioners in support of the application.

9. A statement on how the proposal could be sustained in the future if Federal support were not available.

10. A description of how tenants, including but not limited to organized tenant groups, will participate in the effort. Include a letter from leaders of the valid and recognized tenant organization that demonstrates resident support for the proposed effort. Include the name and title of the official tenant representative for the Program. Describe the level of tenant organization in the housing project(s) and the experience of the tenant organization with anti-crime activities. Specify present PHA financial, organizational and other support for effective tenant participation. Describe how the tenant organization will directly control tenant anti-crime activities under Program Area 2.1 and will receive monthly advances from the PHA imprest fund, as described in Section VI.

11. A letter from the Chief Executive Officer of the (city, county, or other) local governing body approving the overall proposal, stating that it is consistent with the local Community Development Plan, and concurring on any HUD CDBG

discretionary funding proposed.

12. A description of how the Chief Executive Officer of the local government, the police, other local government, and other public and private organizations will participate in the Program--through new funding, in-kind contributions and coordination.

13. A preliminary budget, with the total amount of Federal funds requested (HUD modernization, HUD CDBG discretionary and DOL YCCIP). The total shall be no greater than the limits set forth in Section III. For further guidance on the DOL YCCIP budget, see Appendix 5.

For modernization funds, a preliminary estimate is required for every work item proposed.

Do not include in the budget requests for funds from any of the Federal programs reviewed under Section V, Part D (even though the narrative of your proposal may express an interest in such programs).

In addition, at least 10 percent of the total budget should be a local match of nonhardware activity, as explained in Section V, Part E. This local match should be broken out from the items for Federal funding.

XII. SELECTION CRITERIA

All applications will be reviewed by a Proposal Review Committee composed of staff from HUD and DOL Headquarters in consultation with appropriate HUD Area Offices. The selection criteria are as follows:

1. Evidence that the project has serious crime and vandalism problems and vulnerabilities which can be addressed by the proposal.

2. Demonstration of an innovative, practical and comprehensive proposal by the PHA. Demonstration that the Program Areas outlined in Section IV and detailed in the Anti-Crime Guidebook are systematically addressed in a complementary and reinforcing way. Even if proposals must later be scaled down or modified, there is a premium at this stage on forward-looking, creative plans grounded on past successes.

3. Past and present anti-crime experience of the PHA and competence of the Public Safety Coordinator who will have day-to-day administrative responsibility.

4. General management and staff capability of the PHA. PHAs with previous anti-crime modernization or TPP experience will be judged on their performance. PHAs without previous experience will be judged on their potential.

5. Evidence that a valid and recognized tenant organization exists. Evidence that tenants have been systematically involved in the planning of the application and will be involved in the Work Plan refinement and administration of the Program, as specified in Section VIII, should an award be made.

6. Evidence that the Chief Executive Officer, the police, other local government, and other public and private organizations have intentions to commit new funds and/or new in-kind contributions to the Program--and that all parties involved can work well with the PHA. Consideration of the tentative amount and quality of the local match. Inclusion of a letter from the Chief Executive Officer of the local government.

7. Evidence that the proposal can be substained through other sources in the future.

8. Evidence that preliminary budget and job descriptions are appropriate, feasible, and within funding constraints.

XIII. APPROVAL/DISAPPROVAL ACTIONS

The HUD Assistant Secretary for Housing shall have final authority

for approving and disapproving applications, taking into consideration recommendations of HUD and DOL Headquarters and Field Office staff. Other HUD Assistant Secretaries will co-sign as appropriate. An application may be approved at a different level of funding from that proposed by the PHA. Approval shall not be construed as precluding HUD from requiring modification of the approach or specifics described in the application.

By August 24, 1979, the HUD Assistant Secretary for Housing will evidence his approval or disapproval of each application by signing a letter to each PHA which submitted an application.

XIV. A-95 AND ENVIRONMENTAL WAIVERS

A-95 reviews shall not be required for preliminary applications, but will be required of semifinalist PHAs which request CDBG discretionary funds.

A finding of inapplicability under the National Environmental Policy Act has been made and is on file with the Rules Docket Clerk. This Notice does not set standards.

Lawrence B. Simons
Assistant Secretary for Housing-
Federal Housing Commissioner

Community Anti-Crime Program
Law Enforcement Assistance Administration

Appendix 1 excerpts descriptions of the Community Anti-Crime (CAC) Program of the Law Enforcement Assistance Administration (LEAA) originally published in the LEAA Guide for Discretionary Grant Programs, September 30, 1978.

Objective. To assist community organizations, neighborhood groups and individual citizens to become actively involved in activities designed to prevent crime, reduce the fear of crime, and contribute to neighborhood revitalization.

(1) To establish NEW community and neighborhood based anti-crime organizations and groups which can mobilize neighborhood residents to conduct crime prevention activities.

(2) To strengthen and/or expand existing community and neighborhood based anti-crime organizations and assist existing organizations involved in community improvement efforts to develop anti-crime programs.

(3) To develop improved understanding and cooperation of crime prevention activities among criminal justice officials and neighborhood residents.

(4) To integrate neighborhood anti-crime efforts with appropriate community development activities.

Contact. For further information about the Program, contact the Office of Community Anti-Crime Programs, Law Enforcement Assistance Administration, Washington, D.C. 20531 (202/376-3985).

Comprehensive Crime Prevention Program
Law Enforcement Assistance Administration

Appendix 2 excerpts descriptions of the Comprehensive Crime Prevention Program of the Law Enforcement Assistance Administration (LEAA) originally published in the LEAA Guide for Discretionary Programs, September 30, 1978.

Objective. To test the effect of establishing well-planned, comprehensive, multifaceted crime prevention programs in medium size local jurisdictions (150,000 to 500,000 population) through:

(1) Coordinating available criminal justice and noncriminal justice governmental resources (e.g., social service agencies, schools, housing agencies, employment services, juvenile advocacy programs and services) in a concentrated crime prevention effort; and

(2) Enlisting and integrating business, industry, citizen, civic and neighborhood organizations, and other private resources in a coordinated crime prevention effort with criminal justice and noncriminal justice governmental resources in a local jurisdiction.

Contact. For further information on the program, contact the Office of Community Anti-Crime Programs, Law Enforcement Assistance Administration, Washington, D.C. 20531 (202/376-3694).

Volunteers in Service to America Program
ACTION

Appendix 3 briefly describes the Volunteers in Service to America (VISTA) Program.

Objective. Vista supplements efforts of community organizations to eliminate poverty and poverty-related human, social, and environmental problems by enabling persons from all walks of life and all age groups to perform meaningful and constructive service as volunteers in situations where the application of human talent and dedication may help the poor to overcome the handicaps of poverty and poverty-related problems and secure opportunities for self-advancement.

Uses and Restrictions. VISTA provides full-time full-year volunteers at the request of community groups to work with low-income people to build their capacity for self-improvement through cooperative action to meet the basic human needs of the poor. Volunteers are assigned to sponsoring organizations which develop project goals and direct and supervise their activities. As part of sponsoring organizations, VISTA Volunteers assist the poor in the process of determining their individual and group needs. Once these needs are clearly established, the volunteer helps identify how and from where these needs can be met, and helps develop techniques for achieving community established goals.

Members of the poor community must actively participate in the development and implementation of the program. Low-income locally-recruited volunteers may be assigned to serve in their home communities, in teams with nationally-recruited specialist volunteers. Projects must be responsive to the needs and desires of the people who are to benefit from them to be funded by VISTA. Volunteers are not to displace employed workers, nor shall an agency supervising any volunteer program receive compensation for services of volunteers. Volunteers are not to be viewed as a permanent presence, but should accomplish their goals by leaving behind a program that can be carried on by the local community. Volunteers are not to be involved in religious, pro-or anti-labor, or political activities.

Urban Park and Recreation Recovery Program
Heritage Conservation and Recreation Service
Department of Interior

Appendix 4 contains some questions and answers about the Urban Park Program of the Heritage Conservation and Recreation Service (HCRC).

What is the Urban Park Program? The Urban Park and Recreation Recovery Program is a new Federal program designed to provide grant funds to cities to revitalize their park and recreation facilities. The program is intended to conserve existing resources and retrieve reduced opportunities for enjoying the urban environment. The new program will be managed through a partnership of local, State, and Federal interests. It will also encourage the involvement of local neighborhood organizations and community groups.

What Types of Activity May Be Funded? Funds are available under three types of grants:

Rehabilitation grants are for rebuilding, remodeling, expanding, or developing existing outdoor or indoor recreation areas and facilities. Rehabilitation grants provide 70 percent of a project's costs.

Innovation grants are for personnel, facilities, equipment, supplies, and services designed to demonstrate innovative and cost-effective ways of augmenting park and recreation opportunities at the neighborhood level. Innovation grants provide 70 percent of a project's cost. Not more than 10 percent of total program funds awarded annually may be for innovation grants.

Recovery action program grants are for program planning and development, such as assessing resources and needs and coordinating involvement. Recovery action program grants provide 50 percent of a project's costs, and are not eligible for extra Federal dollars to match State contributions.

Will the Program Work with Other Federal Urban Programs? The Urban Park and Recreation Recovery Program will contribute to the Nation's total urban recovery effort by working with other Federal and State agencies that administer programs affecting urban areas. These programs are in a variety of fields including housing, urban development, employment, transportation, community services, voluntary action, and natural resources management.

HUD-Wash., D. C.

Sample Budget
Youth Community Conservation and Improvement Projects
Department of Labor

Appendix 5 may help applicant PHAs by providing a sample budget for Youth Community Conservation and Improvement Projects (YCCIP). For simplicity, the illustration is for a YCCIP component for $1.00M as part of a comprehensive anti-crime application. This does not necessarily mean that DOL and HUD expect all applications to be for this amount. See the Notice for guidelines on requested total YCCIP funding and distribution of line items within an overall request.

%	Amount	Function	Items
65%	$ 650,000	1. Participants	Wages, Benefits, Expenses
15%	150,000	2. Work-Site Supervisors	Wages, Benefits, Expenses
3%	30,000	3. Job-Related Training	Materials, Equipment Services
5%	50,000	4. Work-Site Support	Materials, Equipment Supplies
2%	20,000	5. Supportive Services for Participants	Personal Services, etc.
10%	100,000	6. Administration	Direct Program Costs
	$1,000,000		

This assumes the minimum amount allowed for participants' benefits and the maximum for administration. Assumed are $2.65/hr wages and 17% for fringe benefits and expenses. This would fund a minimum of 100 participant/years in 9 crews of eleven. Local projects will be encouraged to better these resources -- for example, through the use of "public service employees" under other CETA title as supervisors

HUD-Wash., D. C.

APPENDIX FOUR

SECRETARY LANDRIEU'S ANNOUNCEMENT

OF AWARDS

HUD NEWS
U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON D.C. 20410

HUD-No- 79-321
Tom Vinciguerra (202) 755-5284

FOR RELEASE:
Thursday
September 27, 1979

HUD ANNOUNCES FINALISTS IN URBAN INITIATIVES ANTI-CRIME PROGRAM

Secretary Moon Landrieu of the Department of Housing and Urban Development (HUD) today announced 39 finalists in an open competition among public housing agencies (PHAs) for funds to fight crime and reduce fear of crime in public housing projects.

The funds come from the Urban Initiatives Anti-Crime Program, which was announced by former HUD Secretary Patricia Roberts Harris on May 10 of this year. The effort is part of President Carter's National Urban Policy and also Congressionally mandated by the Public Housing Security Demonstration Act of 1978.

The innovative new program is the first comprehensive attempt by the Federal Government to link crime prevention and urban redevelopment to targeted areas of great need.

The total impact of the program is over $40 million -- consisting of $32 million in Federal funds and over $8 million of leveraged local matches.

As lead agency, HUD is obligating $20 million in FY '79 modernization physical development loan authority and $2.25 million in Community Development Block Grant discretionary funding. The Department of Labor (DOL) is committing $8.0 million in Youth Community Conservation Improvement Project funds to employ young project residents. The Law Enforcement Assistance Administration (LEAA) is committing $340,000 from its Victim/Witness Program.

- more -

The program is designed not only to fight crime, but more broadly as an effort to simultaneously address many economic, social, physical and personal problems.

The 39 finalists were required to submit comprehensive proposals -- all of which included improved PHA management of public safety; physical redesign to improve security; tenant anti-crime organization and activity; tenant employment; youth, drug abuse and victim/witness services; increased and more sensitive law enforcement; and local as well as Federal public/private partnerships to co-target resources not only on housing projects but also on their surrounding neighborhoods.

Funds from still other Federal agencies may be added later. Discussions now are underway with the Alcohol, Drug Abuse and Mental Health Administration, other components of LEAA, the Interior Department through its Urban Park Program, ACTION, the Administration on Aging, the Administration on Children, Youth and Families, the Community Services Administration, the Economic Development Administration, and the U. S. Fire Administration.

The program is designed along Federal guidelines drawn from a systematic review of what has and has not worked in the past. But the emphasis remains on locally proposed solutions that are tailored to specific community needs.

Eighty-four larger PHAs (with 1250 or more Federal public housing units in management) entered the competition and 27 were designated as finalists. Eighty-six smaller PHAs entered, and 12 were designated as finalists.

# # #

APPENDIX FIVE

EXCERPT FROM THE REVIEW

OF THE LITERATURE

U.S. Department of Housing and Urban Development
Office of Policy Development and Research

Crime in Public Housing

A Review of Major Issues and Selected Crime Reduction Strategies

Volume I: A Report

Crime in Public Housing

A Review of Major Issues and Selected Crime Reduction Strategies

Volume I: A Report

W. Victór Rouse, Senior Research Fellow
Herb Rubenstein, Research Associate

Prepared for the
Department of Housing and Urban Development
Office of Policy Development and Research
Washington, D.C.

Contract No. H-2855

December 1978

American Institutes for Research

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Executive Summary

The problems related to crime are among the most serious social problems faced by persons who live or work in and around public housing. Recent surveys sponsored by the U. S. Department of Housing and Urban Development (HUD) show that the quality of life of public housing residents is reduced more by crime and the fear of crime than by any other social problem. Studies conducted by Brill (1974-1978) show that the crime rates in various public housing complexes are five--and in some cases ten--times higher than the national average. Studies by Newman (1972-1976) conducted in several cities show that crime rates in areas with publicly assisted housing are higher than crime rates in other areas of these cities.

Fear of crime among public housing residents is a very serious social problem as well. In several public housing complexes studied by Brill, approximately 60 percent of the residents stated that it was *very dangerous* to ride the elevator in their buildings or walk down the hallway at night. Public housing is often a place where doors are always locked and where residents do not feel secure.

This report on *Crime and Public Housing* draws upon information gained from a review of the literature and two conferences sponsored by HUD and held in September and October 1978. This report and the conferences were undertaken to provide HUD with background information to aid in planning the Anti-Crime Demonstration component of the Urban Initiatives Program. The program will get underway during the latter half of FY 1979.

The first conference, held in September 1978 and organized by the National Association of Housing and Redevelopment Officials (NAHRO), brought together residents, management, and security staff from nineteen local Public Housing Authorities. The conference participants discussed the problems of crime in

their residential complexes, outlined the current approaches being employed to reduce crime and the fear of crime, and presented their ideas regarding the approaches they would like to see undertaken in the future. The conference proceedings are summarized in Appendix I of this report.

The second conference, held in October and organized by the American Institutes for Research, brought recognized experts in the field of crime prevention together with researchers and government officials. Participants sought to identify the essential components of an effective crime reduction program and addressed a broad range of planning, implementation, and evaluation issues pertaining to the HUD Anti-Crime Demonstration Program. A summary of the proceedings of the conference appears in Appendix I of this report.

The main body of this report, while incorporating some of the discussion at the two conferences, is primarily a review of the literature that deals with the extent of the crime problems in public housing, the factors suggested as contributors to those crime problems, and the crime prevention approaches that have been undertaken recently in public housing environments and urban neighborhoods.

The literature documenting the problem consists largely of the work of Brill and Newman, papers written by Public Housing Authorities for the September conference, and surveys by Louis Harris. The literature is not well developed either in describing or measuring the extent of crime in public housing environments.

There is a much broader literature to draw upon in analyzing physical, social, and other factors that may be contributing to the problems of crime in public housing. However, this literature neither pinpoints the extent to which each of the factors actually contributes to the crime problem nor

suggests that physical factors--such as lack of surveillance opportunities, locks, and access control--contribute more significantly to the crime problem than social factors--such as the lack of employment opportunities, supervised activities for youth, social cohesion among residents, and inadequate social services. This report discusses six physical factors, six social factors, and several other factors suggested in the literature as contributors to the crime problem. In addition, the report discusses selected government and local public housing management policies that may be contributing to the crime problem.

The second section of the report is titled, "Analyzing Approaches to Crime Prevention." Five particular approaches have been selected for review since they are representative of the crime prevention activities currently undertaken in public housing environments and urban neighborhoods. These approaches have been developed in large part by Newman, Gardiner, Brill, Rosenthal, and the Westinghouse National Issues Center and utilize a broad range of physically and socially oriented crime reduction strategies. Each approach is discussed in terms of several elements--such as its use of data, mapping techniques, and other systematic research methods in analyzing the crime problem; its discussion of the sharing of roles and responsibilities for crime reduction activities among key groups (i.e., residents, security and police staffs, and housing management staffs); and the extent to which it addresses the social and physical factors suggested in the literature as contributors to crime and the fear of crime in public housing.

This report combines the literature on the factors that contribute to crime with the literature on the approaches that are being employed to reduce crime in and around public housing. Local Public Housing Authorities, residents of public housing, and crime prevention professionals may find this report and

the conference summaries helpful in analyzing their crime problems and planning, implementing, and evaluating crime reduction programs. Researchers and government officials may find the report and its annotated bibliography a guide to the literature and a breeding ground for ideas for future research and action programs.

If there is one general idea that emerges from this report and the conference summaries, it is that there are many physical, social, and other factors that contribute to the crime problems in and around public housing. In order for a crime prevention approach to be effective, it must be tailored to the specific problems faced by each public housing complex. Given the knowledge that exists in the field of crime reduction, we are at the stage where pre-designed strategies cannot be taken off of the shelf and expected to work. No crime reduction strategy has been proven to be universally effective in reducing crime in all types of environments. Thus, the literature review and the findings from the two conferences lead to the conclusions that there are two essential elements of a successful crime prevention program: (1) a clear understanding of the problems and (2) a successful implementation of approaches designed specifically to address these problems.

Finally, this report, with its review of the literature and of the conferences, has one major objective--to contribute to the information base decision-makers at the federal and local levels rely upon as they seek ways to reduce crime and the fear of crime in and around public housing. It will help Public Housing Authorities identify some of the crime reduction planning, implementation, and evaluation strategies that will contribute to reducing crime.

Conclusion

We began our review of the literature searching for *the* book on crime and public housing. We attended the NAHRO Conference of public housing residents, management, and security staff in hopes of obtaining a clear picture of the factors that contributed to crime problems and gaining knowledge with regard to the current approaches that were effective in reducing crime. Then, AIR organized a conference of recognized experts, researchers, and government officials in the field of crime prevention. From that conference, we hoped to find answers to such questions as "What are the essential components of an effective crime reduction program?" and "What types of strategies are likely to be effective in various types of physical and social environments, and why?"

However, *the* book on crime and public housing has not been written. There is no clear picture in the literature of the major factors contributing to the problems of crime and fear of crime in and around public housing. In addition, there are no generally agreed upon answers to the question of what constitutes the essential components of an effective crime reduction program. One is only able to say that the particular components of a crime reduction program must address the recognized problems (social and physical) in a given public housing environment.

There is tremendous disagreement among residents of public housing, housing management staff, security staff, researchers, government officials, and nationally recognized experts on crime and crime prevention about the causes of and the solutions to the crime and fear of crime problems that have been raised in this report. There *is* agreement that there are multiple causes and, therefore, the need exists for a wide variety of crime reduction strategies and approaches to address them.

It is recognized that physical factors such as the lack of surveillance opportunities, access control, and target hardening all make criminal acts easier to carry out and reduce the risk of apprehension of the offender. It is also recognized that social factors such as the lack of employment opportunities, supervised activities for youth, and inadequate social services all contribute to the economic and psychological motivations that may lead some to commit crimes. In addition, social problems contribute to the vulnerability of the resident population to criminal offenders.

More importantly, it is recognized that the social and physical factors of a given environment work together to create one human environment in which crime occurs. In each environment (public housing complex), not only are the crime rates and types of crime committed different, the mix of social, physical, and other factors that contribute to the crime problem is also different. This point is essential to understanding how to develop appropriate crime reduction approaches.

The first stage of planning a crime reduction program is to analyze the extent to which individual social, physical, or other factors may be contributing to the problem. Residents, public housing security staff, management staff, and crime prevention experts are all key groups that can contribute to gaining an understanding of the crime problems. A second important stage of the planning process is to identify all of the available resources that can be brought to bear on programs designed to reduce crime. The selection of crime prevention strategies should flow from an analysis of both the problems and the available resources that can contribute to the crime reduction effort.

The state-of-the-art knowledge with regard to reducing crime in and around public housing is such that no strategy

or set of strategies has been tested and proven in its ability to reduce crime and the fear of crime in all public housing environments. Therefore, a critically important aspect of any crime reduction effort in public housing is the determination of the primary factors that contribute to crime, and the development of particular strategies and approaches to address each of these factors. For example, should it be determined that lack of adequate locks is the most serious physical factor and the lack of employment opportunities the most serious social problem faced by residents, a crime prevention program might employ and train residents to install the necessary locks.

There are few, if any, crime prevention strategies suggested in this report that can be used alone and expected to reduce crime significantly. Since social, physical, and other factors all join together to form the complex human environment, a comprehensive crime prevention approach must be composed of an integrated set of social and physical strategies that will reinforce each other in deterring potential offenders and reducing the vulnerability of potential victims.

In addition, the approach must utilize local resources to their full potential. For example, if youth lack supervised activities and there are adult residents of public housing who could be effective in working with children, the residents are a resource that should be employed to supervise the children and possibly reduce crime. Participants at both conferences generally agreed that residents are an essential group in any crime reduction effort. They should have the key role in the problem analysis, planning, and implementation stages. In addition, residents should have a major role in deciding which methods or approaches to undertake in the evaluation of crime prevention activities.

Another area rarely discussed in the literature, but prominent in the discussion among participants at both conferences

is the need to develop linkages between persons who live and work in public housing and those who do not. Linkages must be developed between the security staffs of PHAs and local law enforcement officials in order for these groups to establish a close and mutually supportive working relationship. In addition, resident groups in public housing should solicit the support and aid of other community, public, and private non-profit organizations. Public housing is often socially isolated from the rest of the city with its residents cut off from others. Overcoming social isolation has the potential of expanding the resources available to combat crime in and around public housing.

In conclusion, this report does not attempt to tell Public Housing Authorities or their residents exactly what to do to reduce crime. Adequate strategies to reduce crime are not precast; and, therefore, local strategies must be developed to address local problems. The HUD Anti-Crime Demonstration Program will have guidelines that allow local PHAs and their residents to determine the contents of their crime reduction programs as well as develop their own planning, implementation, and evaluation of the crime reduction strategies. It is the hope that after this Anti-Crime Demonstration Program has been fully implemented and evaluated, the next report on crime and public housing will show progress toward reducing crime and the fear of crime and toward answering many of the questions raised in this report and during the two conferences held in September and October 1978.

APPENDIX SIX

THE URBAN INITIATIVES

ANTI-CRIME PROGRAM GUIDEBOOK

GUIDEBOOK

URBAN INITIATIVES ANTI-CRIME PROGRAM

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

and

U.S. DEPARTMENT OF LABOR

In Partnership With Other Federal Agencies

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INTRODUCTION

The Urban Initiatives Anti-Crime Program has its origins in both the Executive and Legislative Branches of the Federal government.

The Program is part of President Carter's National Urban Policy.

It also is legislatively mandated by the Public Housing Security Demonstration Act of 1978.

The purpose of this Guidebook is to assist Public Housing Agencies (PHAs) in preparing grant applications for the Program by reviewing the kinds of proposals that might be submitted for each of the Program Areas listed in the Anti-Crime Notice. The Notice asks applicant PHAs to address each of the following Program Areas:

1. PHA RESPONSIBILITIES

1.1 Improved PHA Management of Crime Prevention--Including More and Better Trained PHA Controlled Public Safety and Community Service Officers

1.2 Rehabilitation of Facilities to House Anti-Crime Activities and Improvement of Physical Design to Make Buildings and Spaces Harder Targets

2. PROGRAMS BY AND FOR TENANTS

2.1 More and Improved Tenant Organization Against Crime--Including Patrols, Surveillance, Education and Training of Tenants in their Roles and Responsibilities

2.2 Increased Full and Part-Time Employment of Tenants--Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

2.3 More and Improved Services to Combat Crime or Assist Victims/ Witnesses

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

3.1 Increased Use of Better Trained City Police Officers

3.2 Stronger Linkages with Programs from Local Government and Other Sources Which Co-target on the Project and the Surrounding Neighborhoods-Residential, Recreational, Commercial and Industrial.

The Program Areas have been built up by HUD after surveying what has and has not been successful among past and current crime prevention efforts in public housing and other relevant contexts.

The Program Areas also have evolved from recommendations made at two specially convened conferences.

The first conference, held in September 1978 and organized by HUD and the National Association of Housing and Redevelopment Officials (NAHRO), brought together tenants, management,and security staff from nineteen local PHAs. The conference participants discussed the problems of crime in their residential complexes, outlined the current approaches being employed to reduce crime and the fear of crime, and presented their ideas on what they would like to see undertaken in the future.

The second conference, held in October 1978 and organized by HUD and the American Institutes for Research (AIR), brought experts and practitioners in crime prevention and criminal justice together with researchers and government officials. Based on a review done by AIR, participants sought to identify the essential components of an effective crime reduction program and addressed a broad range of planning, implementation, and evaluation issues on the HUD Urban Urban Initiatives Anti-Crime Program.

The Program Areas amount to convenient headings under which HUD has organized all the recommendations at the conferences and all the practical experiences that were reviewed.

HUD has listened, and now is simply assembling what has been learned.

The fields of crime prevention and criminal justice are filled with controversy and contrasting views. The debates at the conferences made clear that there are no simple solutions or catch phrases.

The only consensus among those whose knowledge HUD has tapped and from the review of what has been tried is that none of the Program Areas has the answer. No one Program Area is necessarily superior to any other.

The consensus at the conferences was that all Program Areas are necessary for a comprehensive effort with any hope of success at any one public housing site. Each needs to complement and reinforce the others--management, physical changes, tenant organization, employment, services, law enforcement, and city-wide coordination.

The Program Areas are very broad. HUD does not pretend to know how they can best be addressed at any one housing project site or what the ideal mixes are in terms of kinds of innovations or levels of funding. Crime is a local problem, and the program response must be left largely to the ingenuity of those persons who deal with it day-to-day at the local level.

This Guidebook does not contain official HUD policies, but rather a grouping of possibilities. The purpose of the Guidebook is to organize what is known, offer some promising ideas, and facilitate the search by applicant PHAs for proposals most suitable to their needs.

The Guidebook is illustrative and by no means a complete inventory of what has been or what might be tried. But HUD will provide more information on the experiences reviewed here--if PHAs request such assistance.

To assure fairness, the Guidebook does not refer to specific practitioners in the field. However, there is a list of selected published resources at the end of the Guidebook. To encourage follow-up inquiries and dissemination of information, specific PHAs are identified as particular anti-crime strategies are reviewed. But this does not in any way mean that such identified PHAs have any greater or lesser chance of receiving a grant than PHAs not mentioned.

Not all of the crime prevention efforts covered here have been tried in public housing--but, at the very least, each has the potential.

The Guidebook is neither a textbook on crime nor a how-to-prevent-it manual. Rather, it attempts to be an objective compilation of what is practically feasible for a PHA, its tenants, city hall, the police and other local partners to try in order to reduce crime, reduce fear of crime, increase the reporting of crime and improve the quality of life in and around public housing projects. A search for innovations is balanced by an awareness of political, economic, bureaucratic and managerial limitations.

The Program Areas reviewed below seek both long run justice and short run safety. They cover causes as well as symptoms, inner human motivations and environmental factors, community and criminal justice perspectives, prevention and control, and structural as well as incremental change.

After a summary, the rationale is given for each Program Area--to justify why so many believe it to be important. Then programmatic suggestions are offered based on past and current experience. To retain as much objectivity as possible, every effort has been made to incorporate scientific evaluations that have formally measured the success or failure of a strategy.

Yet one common theme across each Program Area is that there have not been enough formal evaluations. When done, the evaluations often have been inadequate. Much remains to be learned about all Program Areas—and this further cautions against undue reliance on any one.

1. PHA RESPONSIBILITIES

1.1 Improved PHA Management of Crime Prevention—Including More and Better Trained PHA Controlled Public Safety and Community Service Officers

Summary

Examples are as follows:

- Appointment of a highly qualified public safety coordinator for the Anti-Crime Program--who can relate to all of the below strategies, gain the support of other local agencies, and report directly to the PHA Director.
- Increased use of higher quality PHA public safety officers, guards and community service representatives--using a standard curriculum that teaches both crime deterrence and human service troubleshooting sensitive to tenant needs.
- Improvement of relations between PHA public safety personnel and police.
- Improvement of PHA tenant screening and eviction policies in response to anti-social behavior.
- Improvement in the targeting of programs to specific tenant families and individuals associated with crime.
- Implementation of a training program for project managers and maintenance foremen to teach them to identify and remedy potential security problems.
- Maintenance of property at high levels--which may, for example, reduce vandalism of vacant projects for spare parts.
- More attention to the exterior personalization of buildings to facilitate tenant social interaction, pride and stake.
- Facilitation of tenant anti-crime organization.

Rationale

Because of its front-line position, the management of a housing project has the direct and immediate responsibility for crime prevention within the project. Management not only influences the safety of the environment by anti-crime planning and contact with police and other outside agencies, but also by its own policies and practices. The above summary list illustrates such practices.

Program Suggestions and Their Evaluation

Everything in this Guidebook--physical redesign, tenant activity, tenant employment, social services, police, other security services and anti-crime efforts in neighborhoods surrounding projects--flows from enlightened management decisions. Because these issues will be discussed in other sections, the point here will be to simply highlight some overriding anti-crime management issues. They are:

- The need for a knowledgeable crime prevention coordinator.
- The role of tenant selection and eviction.
- The distribution and grouping of residents who are admitted.
- The role of tenant eviction.
- The relationship between management and tenants.

A Crime Prevention Coordinator. Although it is difficult to prove in any scientific way, past experience suggests that success of crime crime prevention programs often revolves around informed leadership. Accordingly, HUD believes that it is critical for every project receiving an Anti-Crime award to have a coordinator who reports directly to the PHA Executive Director, feels comfortable with all the program areas reviewed in this Guidebook, and has the crime prevention, managerial, financial, interpersonal and political experience needed to implement the grant on a day-to-day basis and relate to tenants, HUD Central Office, the Area Office, local government, police and other organizations involved in the Program.

Tenant Selection. Implementing provisions of the Housing and Development Act of 1974, Section 860.204 (b) of current HUD regulations states that "policies and procedures shall be designed to: (1) avoid concentrations of the most economically and social deprived families in any one or all of the PHA's low income housing projects, (2) preclude admission of applicants whose habits and practices reasonably may be expected to have a detrimental effect on the tenants or the project environment, and (3) attain, within a reasonable period of time, a tenant body in each project composed of families with a broad range of income and rent-paying ability which is generally representative of the range of incomes of low-income families in the PHA's area of operation, as defined in State law."

Such screening has the potential for eliminating many potential problems before they ever become located in a project. However, there there have been few, if any, rigorous evaluations measuring the crime reducing effects of screening.

The Distribution and Grouping of Tenants. When tenants who have been accepted into projects become identified with disruption and crime, one partial response may be to distribute the relevant families

across all the projects and buildings within a PHA so as to minimize their concentration. The idea is to surround problem families with non-problem families. The expectation is that the latter will exert a positive influence on the former. Some PHAs have implemented such "leasing up."

Past demonstration programs have shown the difficulties created by a high percentage of AFDC versus other types of households, a high percentage of teenagers versus other children, and the comparative influence of these populations in different types of residential developments--for example, moderate versus low income housing and high-rise versus walk-up or row housing.

The question of mixing residents within a housing project is complex and delicate. The Guidebook does not set forth official HUD policy, but seeks to present all sides of the issue. On the one hand, "leasing up" and related action may help control crime, and HUD has legislative authority to "avoid concentrations of socially deprived familes" (Section 860.204(b) of the 1974 Housing Act--see the previous page). On the other hand, care must be taken to insure the rights of tenants and to avoid or minimize displacement.

In contrast to mixing of potential problem families with others in a public housing project population, the argument has been made that at least one group of potential victims--the elderly--should be segregated in separate complexes or in separate buildings within the same complex. Many PHAs have, in fact, done this. The rationale is that:

- Elderly and families with children do not mix comfortably;
- Where they are mixed, the elderly are highly victimized;
- Each life-style (age) group operates best in certain types of buildings; and
- The provision of security in a building with a single life-style (age) group is easier because the self-identified security needs of residents are similar, as is their tolerance for the security mechanisms and services provided. (E.g., children will not find themselves overly restricted by the tight security desired by the elderly.)

The argument against housing uniform age and life style groups together is twofold. First, by removing the elderly from areas with children and youth, important elements of surveillance and informal social control are lost. Second, the interaction of old and young can have the effect of deterring anti-social behavior due to potential caring attitudes that may develop between members of each group.

Elderly people also can be role models for youth. This view long has been held by professional gerontologists.

The question is not whether elderly persons who want to live by themselves should be allowed to do so, but rather whether elderly residents who do not fear victimization by youth should be allowed to reside in buildings that are primarily occupied by families with children.

Available evidence suggests that, in both attitudes and behavior, elderly project residents may tend to prefer age segregation. For example, when elderly residents in three projects examined were asked how safe they felt in their buildings, there was a marked difference between those living in age-segregated buildings and those at age-integrated sites. In age-segregated projects, 2% of the elderly tenants said they were fearful of being in their buildings during the day. Approximately 15% expressed having similar fears at night. In the totally age-integrated project, however, 31% of the respondents were fearful during the day, and 72% were afraid of being criminally victimized at night.

When asked if they felt there was so much crime in their project that they wished they could move, no respondents residing in the age-segregated settings expressed a desire to move. In contrast, 42% of the elderly tenants in age-integrated buildings wished to move.

The study concluded that, whether located in high-rise or low-rise buildings, age-segrated public housing offers, by design, a social environment in which residents share information about one another. In so doing, they often come to define their territorial boundaries, are able to identify outsiders, and participate in the basic regulation of their own security.

According to the evaluators, not only does age segregation appear to offer a more secure environment for the elderly, but it seems simultaneously to reduce some of the social isolation and anonymity often associated with public housing.

Tenant Eviction. The ultimate managerial tool against criminal behavior by project residents is eviction.

Section 866.4(f)(11) of HUD regulations obligates the tenant to "conduct himself and cause other persons who are on the premises with his consent to conduct themselves in a manner which will not disturb his neighbors' peaceful enjoyment of their accommodations and will be conducive to maintaining the project in a decent, safe and sanitary condition."

Section 866.4(1)(1) states that "the PHA shall not terminate or refuse to renew the lease other than for serious or repeated violation of material terms of the lease such as failure to make payments due

under the lease or to fulfill the tenant obligations set forth in Section 866.4(f) or for other good cause."

Although the regulations thus provide for eviction as, in effect, a crime prevention method, implementation has been difficult. For example, the paper presented at the HUD-NAHRO Conference by the Public Housing Authority of Columbus, Georgia, stated:

> Recent court cases, revisions to the landlord tenant laws, and the Legal Aid Society have virtually destroyed our traditional tool, eviction. Since we (the Public Housing Authority) must prove beyond a reasonable doubt the guilt of undesirable tenants, we must have at our disposal a trained staff of investigative and enforcement personnel.

There have been few, if any, careful evaluations of the potential impact of eviction policies on crime.

Management-Tenant Relations. Based on past experience, if residents participate in decisions and help shape management priorities--and if there is a frank and intelligent exchange of views between residents and management--community well-being will likely be higher on the part of residents than if they are treated in a purely authoritarian or institutional manner. A sense of tenant cohesion has, in turn, been linked to successful crime reduction programs.

As indicators of management's relations with tenants, service delivery and maintenance are critical, according to many. No amount of tenant public relations or community organization on the part of management can make up for late or inadequate delivery of services. It has been shown that projects which cannot supply needed maintenance and deliver basic services usually are those in which people are dispirited and vandalism is high. Poor maintenance may signify to the potential criminal that housing units and businesses in the environment are easy targets. Several practitioners also contend that resident attitudes essential to the success of anti-crime activities may be stifled by a poorly maintained environment.

Beyond basic services, how broad is management's scope? Does management confine itself to traditional areas--such as maintenance, tenant assignment and rent collection--or does the staff provide support and attempt to establish linkages with social services and community groups that could give assistance to residents? It has been suggested that management staffs which reach out into the residential population can help break patterns of isolation, make an important contribution to community-building, and so help fight crime.

The crime-reducing impact of good management-tenant relations is reviewed in Section 2.1--especially through the successful experience of some tenant management corporations, like those in Carr Square, St. Louis.

1.2 More and Improved Community Anti-Crime Service Facilities and Physical Redesign

Summary

Examples are as follows:

- Expansion and rehabilitation of on-site project and nearby neighborhood facilities to house employment, social, police and public safety anti-crime services.
- Improvement of TV and other surveillance as well as indoor and outdoor lighting.
- Improvement of lobby access control and devices to facilitate tenant communication with police, public safety officers and community service representatives.
- Improvement of locks, peepholes, door/window protection, and alarms.
- Changes in physical design, spatial and circulation patterns, differentiated space, landscaping and fencing, and unit clustering--to create defensible space, better protect tenants and allow them more control over their turf.

Rationale

Physical Facilities. There are two reasons for using capital improvement funds to physically upgrade public housing facilities to house anti-crime activities. First, the activities are greatly needed and have the potential for impacting on the problem of crime. Such activities require tenant anti-crime centers; drug and alcohol abuse facilities; youth, ex-offender and abused wife runaway and halfway houses; and police precinct stations--to name but a few uses of public housing space.

The second reason is simply that the space is available. From the beginning of the public housing program, the provision of community space as "a necessary appurtenance" on site at each housing project has been a part of the language of the Annual Contributions Contracts between HUD and PHAs.

Physical Redesign. Most of the examples in the above summary deal with redesign of the physical environment to reduce crime. There are several rationales. First, it is said that the physical environment can independently prevent crimes (or make them very difficult) through target hardening.

Second, changes in the physical environment are thought to change the behavior of residents in ways that increase the likelihood that an offender will be impeded and/or apprehended.

Thirdly, regardless of what residents do, physical environmental design is said to have the potential for deterring an offender from choosing a particular location as a target.

Last, it has been asserted that the impact of physical design or redesign can be made even stronger if 1) consideration is given to the social and economic factors associated with the crime and 2) residents are actively involved in planning and implementing crime prevention programs.

Program Suggestions and Their Evaluation

Suggestions on and evaluations of the use of physical facilities are reviewed throughout this Guidebook under the various kinds of activities housed.

As for physical redesign, the most discussed approaches are access control, clearly defined and differentiated uses of space, target hardening, circulation and transportation patterns, clustering, and--as a unifying idea that takes in all the rest--defensible space.

Access Control. Lack of access control onto public housing grounds refers to the absence of real or symbolic barriers that may serve to prevent nonresidents from walking freely into the grounds. The lack of access control to residential buildings refers to a condition where too many residents share the same uncontrolled or unguarded entranceway. Building access control means the creation of an entranceway that limits entry into buildings to residents, their guests or others with a legitimate purpose--through physical changes, electronic fixtures, and security guards.

Access control can reduce crime by outsiders. Obviously, it will not reduce crime if the criminal is a resident of the building.

Some of those who argue for access control say that space can be divided into four zones: (1) public space--area that is open to anyone and services a variety of uses; (2) semi-public space--an area such as a lobby which is open to the general public but which has a limited number of uses; (3) semi-private space--an area such as an apartment hallway that is restricted to few persons from the public and is mainly occupied and used by residents of the building; and (4) private space--an area reserved for residents only, such as behind the closed doors of their apartments.

Many believe that an environment is safer when there is an incremental division of space--from public space to semi-private space to fully-private space.

A number of studies have, in fact, shown that project crime is highest where there is least access control. The documentation is clear and consistent. To the extent that nonresidents are contributing

to crime problems in and around public housing, access control for the purpose of preventing unrestrained entry onto the grounds may serve to reduce crime in these areas. This also applies to building lobbies.

Additional evidence has shown that access control, when combined with other physically oriented crime reduction strategies, may reduce crime. Papers presented by public housing authorities at the HUD-NAHRO Conference show that, over past few years, large sums of money have been spent on physical design changes to control access to both public housing grounds and buildings.

However, there are several limitations to such strategies. First, the effectiveness of low walls and symbolic barriers in deterring offenders, especially at night, is open to question. Second, electronic devices to control access into residential buildings often are broken and are especially susceptible to vandalism by youth who live in and around public housing. Third, the use of access control strategies such as fences and shrubbery may reduce surveillance opportunities. Hence, access control may in part reduce one problem while possibly creating another. Papers presented at the HUD-NAHRO Conference stated that fences and various types of landscaping directed at improving access control often serve as hiding places for offenders, especially youths.

Clearly Defined and Differentiated Uses of Space. It has been argued that the lack of clearly defined project areas results in large "No-Man's Lands" where unstructured activity takes place by residents and nonresidents alike. No-Man's Lands are said to be contributors to crime because certain groups occupy the area without any constructive purpose. Part of the problem is thought to be lack of satisfying, stimulating physical facilities--such as recreation areas, walkways, and landscaping.

Hence, one proposal has been the designation of particular and physically stimulating places within an environment for different functions and user groups. For example, the setting aside of a recreational area for children establishes a differentiated space. Setting aside various areas within an environment for different functions gives groups and individuals a sense of responsibility over a space which is reserved for them. It also separates potential conflict groups.

However, there is little scientific evidence for the contention that the existence of conflicting groups and uses of public housing grounds contributes directly to the problem of crime and fear of crime in public housing setting.

There is more evidence that lack of satisfying, stimulating physical activity areas does contribute to the crime problem, especially vandalism. Still, this strategy is limited in its scope and appears successful only in combination with other strategies.

Target Hardening. Target hardening is the use of hardware—such as locks, storm windows, electronic access control devices, and reinforced doors—to make forced entry into a housing unit or business more difficult. It also includes increasing or altering the lighting pattern of a of a particular area. Table 1 summarizes how different targets within a public housing project can be hardened.

Several scientific studies have presented conclusions that residential public and private housing units with poor locks, doors, and windows have a higher than average number of burglaries.

On the other hand, there are clear limitations to target hardening. First, potential offenders eventually may figure out methods to circumvent locks, bars and even sophisticated alarm systems. Second, if installed without prior discussion, there is the chance that hardware may be viewed by the residents as directed against them and as another example of their institutional environment. Third, all hardware can do is deter, not prevent.

Circulation and Transportation Patterns. Many believe that an orderly and well-designed circulation pattern within and around a residential complex can contribute to the development of social cohesion and reduce tenants fears by enhancing surveillance opportunities. According to this view, territoriality also can be enhanced by redesigning circulation patterns to flow from public spaces like an open courtyard directly into the private frontyard area of an apartment.

Transportation patterns and their relationship to crime are considered important in the same context. Although the value of control over transportation patterns in neighborhoods has not been demonstrated conclusively, it is believed that private streets and cul-de-sacs which reduce flow-through traffic can serve to foster social cohesion and increase the potential offender's perceived risk of apprehension. It is said that limited street access discourages criminal activity by shutting off potential escape routes for the offender and by preventing him from casually observing possible target homes.

The underlying assumptions here are that appropriate landscaping and related changes (1) can define specific boundaries, circulation patterns and areas of activity within a residential complex, and (2) can be used around the perimeter of a building or residential complex to discourage entrance by outsiders. Landscaping is said to set up symbolic barriers and improve the aesthetic value and land use patterns within and around residential complexes.

However, there is little scientific evidence that circulation and transportation patterns alone are significant solutions to the problem of crime.

Clustering. Clustering is the grouping of a number of units within a residential place into smaller areas. Clustering has been implemented

in response to observations that the physical environment of a large housing project reinforces the isolation felt by many residents.

The basic idea is to provide a social unit with which people can identify. One proposal has been to limit neighborhood groupings to 30 to 50 families. The definition of these neighborhoods, as well as the organization of private and semi-private areas within them, has been achieved through landscape architectural changes--such as fencing, hedges, color coding, shared courtyards, and new traffic and circulation patterns. The plans also call for socially organizing residents within these neighborhoods, a task expected to be made easier by the physical definition of the communities.

Clustering is believed to foster social cohesion, territoriality, and surveillance. It also is thought to increase the potential offender's perceived risk of apprehension. However, the separate effects of clustering have not been formally evaluated.

Defensible Space. The message from all the preceding strategies is that, to be successful, they must be combined in reinforcing ways. The notion of defensible space proposes just this. It can be considered an idea which attempts to unify everything that has been discussed in this section.

Defensible space has been defined as an area within a residential complex or neighborhood where physical design characteristics allow or encourage residents to assume primary authority for insuring safety.

Defensible space calls for grouping dwelling units to reinforce associations of mutural benefit (social clustering, social cohesion), delineating paths of movement (circulation and transportation), defining areas of activity for particular users through their juxtaposition with internal living areas (spacing hierarchy, differentiated spaces, landscape), and providing natural opportunities for visual surveillance (lighting, design features).

The idea is to create a clear understanding of the function of space. This, in turn, may help residents to adopt territorial attitudes and policing measures.

In recent years, this view of defensible space has evolved to include management and socially oriented strategies in combination with the physical strategies. For example:

- Management policies that use screening to obtain a more mixed socio-economic population and promote the separation of residents by age and life style groups.

- Measures to involve residents to some extent in the management of public housing complexes.

- Measures to increase the individual resident's sense of territoriality.

Preliminary findings from studies in Newark, St. Louis, and San Francisco housing projects suggest that crime rates are positively correlated with such socio-economic and demographic characteristics as percentage of recipients of Aid to Families with Dependent Children and teen-adult ratios. In addition, the early findings lend support to defensible space hypotheses by showing correlations between crime rates and the physical forms of the buildings studied. Much of the information collected on housing management policies and their effect on crime rates has not been analyzed.

However, there is no scientific evidence conclusively demonstrating that potential offenders perceive defensible space as has been suggested. Thus, a critical question remains--namely, whether offenders are aware of and react to increases in surveillance opportunities, access control strategies, circulation patterns, and the other physical changes that are said to help create defensible space.

TABLE 1
TARGET HARDENING: WHAT TO DO

AREA	WHAT TO DO	COMMENTS
Supplies, meters, boilers, etc.	Mark whatever you can for identification. Lock meters and supplies.	See that keys to these areas are under control.
Roof	Secure skylights, (tamper-proof grills, bars). Fire exits should open only from inside, and sound alarm if opened.	
Basement	Access from basement should be only to ground floor. Keep exits to rest of building locked from outside.	
Elevators	Provide: 24-hour, vandal-resistant lighting. Waiting area fully visible from lobby, or beyond, with no blind corners. Convex mirror in upper back corner. Audio-intercom or CCTV, recessed against vandalism. Heavy plastic shield for indicator lights. Stainless steel mushroom call buttons. Capacity of guard to stop elevator if intruder pushes in. Eliminate emergency stop button if local codes permit.	Elevators are the hardest area to protect. Maintenance is essential.
Stairwells	Use 24-hour, vandal-resistant lighting. Restrict entry from stairwell to upper halls.	
Fire doors	Use panic hardware (vertical bolt, crash bar) inside, nothing outside, with automatic closing and possible alarm when opened.	
Entry door	Install intercom system with buzzer and telephone hookup to control access. Preferably only one entrance door. All doors should be as strong as main door and monitored in same way.	Expensive to have installed. Monthly charge by telephone. Tenants should return all keys on moving out.
Doors	Minimum 1¾" thick, preferably metal or metal sheathed (solid core wood is the next best). Should be flush to wall (if panels, these must be ½" thick minimum). If sliding glass, should be break-resistant and lock from inside. Barlock vertical. Peephole, ½" with wide angle lens. Chain latch not recommended, easily broken.	Inexpensive to install.
Door Frames	Should be flush with wall. Heavy-duty (metal preferable), solid, minimum 2" thick if wood. Tamper resistant connectors.	
Door Hinges	Heavy duty, spring hinge for automatic closing. Put hinges on inside of the door.	

TARGET HARDENING (Continued)

AREA	WHAT TO DO	COMMENTS
Locks	Well-made, 1" dead latch, key-in lock, with 6-pin brass cylinder. Also vertical bolt or 1¼" horizontal bolt, strong metal. If lock extends beyond door, it needs bevel ring, escutcheon plate. Spring latch not recommended.	Change locks for each new tenant. Elderly are prone to lock themselves out if spring latch.
Windows	Need locks, preferably key-type. Security screen (removable from inside), grilles or bars (steel, not aluminum, for accessible windows).	Check fire laws. Lock, screens, grilles, etc. should be able to be opened easily by the elderly.
Alarms	Use local alarm (contact switch, foil strips on windows, motion detectors, etc.) and/or central alarms (connected to police or other security persons). Possible distress signal for the elderly.	Nothing foolproof — alarm is no good without response. False alarms may be problem. Test reliability before recommending to tenants.
Lobby	24-hour, vandal resistant lighting. Lexan/glass on inner doors for visibility. No dark corners or hiding places. CCTV or other monitoring system. Control access to lobby. Doors should open out	Residents may act as volunteer doormen.
Mailboxes	Heavy (16-gauge) metal, no perforations. Use cylinder (5-pin) locks. Openings as small as possible. Standard design for easy repair. Keep inside lobby, visible 24 hours.	Welfare or Social Security check days need special care.
Laundry/Social Rooms	Relocate near lobby if possible (basement bad). Use 24-hour lock, CCTV or other monitoring system. Tokens in laundry or vending machines preferable, not coins. Separate area for teenage socializing.	
Storage Rooms	Windowless (basement). Extra strong doors and locks. Locked bins for resident storage.	
Office	Visible from lobby. Safe bolted to floor. Grilles, bars, alarms for collection windows. Special locked cabinet for master keys, etc. Keep records of personnel with keys.	
Garage	Self-closing doors, key or card operated. Doors to building as strong as main door. CCTV or other monitoring system.	

TARGET HARDENING (Continued)

AREA	WHAT TO DO	COMMENTS
Fencing	Decorative (chain fence is too institutional). Leave no area undefined (i.e., open to all).	Has symbolic value even if low or unlocked. May be tenant resistance.
Lighting	5-10 footcandles, minimum. High-intensity (mercury, sodium vapor, flood-lights). Plastic translucent globes. Use taller light stands (cover more area, harder to vandalize).	Lights indirectly aimed at walks, etc. reduces the institutional image.
Parking Lot	Needs good lighting, CCTV or other monitoring system. Restricted access. Door(s) to buildings must be heavy duty and secure. Preferably, lot should be visible to tenants.	
Recreation	Limited access, CCTV or other monitoring system. Clear demarcation from adult areas.	
Landscaping	No dense shrubs or trees that offer hiding places. Benches and proper lighting.	
Fire Escapes	Lowest ladder normally 12' from ground. Visibility from ground underneath.	Check fire codes.

Source: National Center for Housing Management: The Housing Manager's Resource Book Washington, D.C.: 1976.

2. PROGRAMS BY AND FOR TENANTS

2.1 More Tenant Anti-Crime Participation

Summary

Examples are as follows:

- Increased tenant cohesion and organization around crime prevention issues.
- Implementation of "turf reclamation" and a sense of territoriality through community security organizers.
- Expanded use of tenant, foot, and youth patrols for surveillance.
- Expanded use of block/floor/lobby watches for surveillance.
- Improvement of tenant-police relations and implementation of neighborhood conflict resolution forums.
- Increased use of tenant anti-crime media campaigns, traveling crime prevention vans, educational workshops, crime reporting campaigns, and Operation Identification stenciling.
- Inclusion of tenants in the planning and implementation of the entire Anti-Crime Program.
- Provision of technical assistance and training to help tenants organize anti-crime efforts.

Rationale

The argument for an active role by tenants in anti-crime programs is based on participatory democracy.

Past experience suggests that receiving "help" from outsiders often perpetuates the sense of impotence and powerlessness that is a cause as well as consequence of poverty. Independence is difficult when one person is constantly in the position of magnanimous donor and the other in the position of perennial recipient.

Hence, many argue that, to be successful, an anti-crime program must emerge from changes in the project community itself--and in the people who compose it. The emphasis is on enabling the poor to take charge of their own lives--on helping them gain a sense of competence and worth, a sense of being somebody who matters.

Police officials and criminologists now increasingly believe that active and serious citizen involvement is essential if crime is to be substantially reduced. Out of necessity, residents have been encouraged to assist undermanned and overtaxed police forces in the development of healthy and secure neighborhoods and projects.

This position was supported by the 1973 National Advisory Commission on Criminal Justice Standards and Goals, which stated:

> Criminal justice professionals readily and repeatedly admit that, in the absence of citizen assistance, neither more manpower, nor improved technology, nor additional money will enable law enforcement to shoulder the monumental burden of combating crime in America.

Participatants at the HUD-AIR Conference agreed that, in order to reduce crime, an "ethos of service" and a neighbor-helping-neighbor attitude must be developed and promoted by tenants and public housing management.

Many PHAs already are taking the initiative. For example, a Resident Advisory Board Security Committee has been organized at the Baltimore Housing Authority to identify crime prevention needs and provide recommendations on strategies. Security issues also are discussed with the Tenant Council at tenant management meetings. The Baltimore Authority uses resident surveys when controversial issues are up for decision. Resident security guards and aides are employed, as well.

Similar experiences were reported at the HUD-NAHRO Conference by the Pittsburgh Housing Authority, the Dade County Department of Housing and Urban Development, the Buffalo Municipal Housing Authority, the Housing Authority of the City of New Orleans, and others.

The HUD-NAHRO Conference also demonstrated that residents resent not being given a systematic role in the planning and implementation of of crime prevention activities.

According to one source, the following points characterize an adequate tenant participation process:

- Participation must be meaningful, and not just token or advisory in nature.
- Participation must be comprehensive and not just limited to a single issue.
- Participation must be continuous and not limited to a single point in time.
- Adequate access to information is essential to insure the making of informed decisions.
- Residents must be trained in decisionmaking processes. Many low income people do not know how committees, rules and other provisions work.

Program Suggestions and Their Evaluation

Many of the program possibilities for tenant anti-crime activity are being tried by the new LEAA Community Anti-Crime Program, which may target some of its resources to the HUD Anti-Crime Program, as discussed in the Notice. The goals of the LEAA Program include: the mobilization of neighborhood residents into effective self-help organizations; the creation of more community and social control against crime; the improvement of community-police cooperation; the increased involvement of criminal justice agencies in community crime prevention activities; the integration of crime prevention efforts with other community improvements; the transmission of information about successful efforts throughout the nation; the reduction of fear; and the reduction of crime.

The overall evaluation of the LEAA Community Anti-Crime is still in progress. Most of the evidence available is based on case studies, rather than on more far reaching evaluations.

Much of what has been tried, at least partially evaluated, and generated some claims of success include the following overlapping efforts: tenant organization and cohesion, "turf reclamation" through community service organizers, tenant patrols and other "anticipatory" surveillance, block/floor/lobby watches and other "defensive" surveillance, police relations and dispute resolution, and tenant education.

What do we know about each of these efforts?

Tenant Organization and Cohension. It is well established that the level of social organization and the extent of informal controls are minimal in many projects. For example, the conclusion from surveys in eleven public housing settings was that projects are characterized by distrust, insularity and alienation. This same feeling often extends to the PHA. In many cases, housing authorities have not been able to involve tenants sufficiently in the management process. Discontentment is likely to exist among residents over this issue, as well as over the general quality of management services being delivered by the authority. Residents often see these deficiencies as one more sign of their social isolation and neglect.

Accordingly, several observers have advocated--and some PHAs have implemented--the development of tenant organizations around crime prevention, arson prevention, and related issues; the establishment of anti-crime councils; the election of tenant representatives and hall captains; and the construction of a code for tenant and building security.

From the viewpoint of management, formal resident participation in the design, planning, or implementation of anti-crime activities can take many forms. In each case, residents participate in planning and implementing anti-crime measures. Residents are approached and solicited both individually and through community organizations representing tenants, minority groups, and others. The Urban Initiatives Anti-Crime Program requires such participation, as specified in the Notice.

Most of the tenant organization strategies seek to stimulate interpersonal contact and both individual- and group-oriented self-protective behaviors. They seek to develop leadership and authority structures among tenants. The effort is to develop an "internal resolve" and the social capacity to act collectively when dealing with the problems of crime and fear of crime.

Such strategies have been implemented and tested in only a few public housing agencies--so we know little about the magnitude of the crime reduction that could be expected to result from them.

On the negative side, some of the drawbacks are that these strategies can be time consuming and difficult to manage. In some cases, they can generate conflict between management and residents.

On the positive side, a good example of tenant organization is in St. Louis. Tenant groups have taken over management of five deteriorating and crime-ridden housing projects. A series of Ford Foundation grants totaling $500,000 made it possible to teach resident managers the technical and managerial skills needed for day-to-day operations. However, the tenant management corporations, elected by project residents, have defined their goals in even broader terms. At Carr Square, residents

have created an impressive degree of order in a community that had been bordering on complete chaos. The management corporation organized a daycare center for preschool children and hired teenage girls to deliver meals and perform other household chores for elderly shut-ins. The exteriors of the crumbling buildings have been repaired. Older people still fear going out at night--but there has been a significant change in behavior. Serious crimes have been cut by more than 50 percent since the program began in 1969. As a result, similar efforts are underway in a number of other cities.

HUD's interest is reflected in the National Tenant Management Demonstration--a three-year effort designed to test whether, and under what circumstances, management of public housing projects by the tenants can improve operating performance and resolve some of the problems, like crime, associated with public housing.

"Turf Reclamation" Through Community Security Organizers. "Turf reclamation" is based on principles of community solidarity and social cohesion. It is designed to stimulate social interaction at the public housing complex or neighborhood level and to promote the values of the law abiding majority over and above the anti-social minority. In other words, turf reclamation attempts to pull together significant segments of the community--residents, PHA management, security patrols, local police, and others to form an association of persons strong enough to "take control" over their environment and establish community standards.

There have been demonstrations of turf reclamation at the Pittsburgh Housing Authority and other places. The two main strategies which have been implemented are:

- Creation of the position of community security organizer. This individual carefully coordinates all crime prevention efforts.

- Inclusion of residents as an integral factor in the determination of program goals and directions.

Community security organizers perform a variety of duties, such as:

- Establishment of building corridor patrols (non-uniformed security personnel).

- Mobilization of project youth into crime prevention task forces to protect the elderly and others.

- Development of resident awareness of crime prevention programs.

- Establishment of viable three-way communication among the residents, housing authority management, and local police.

- Action on resident complaints regarding security or other matters dealing with either the local police or housing authority management.

A specific training course for community security organizers already has been developed.

A notion related to turf reclamation is the development of increased territoriality. Territoriality is said to involve three conditions:

- Residents feel a proprietory interest and responsibility over areas beyond their front doors—a responsibility shared by neighbors;

- Residents perceive when this territory is potentially threatened by the intrusion of strangers and are willing to act on that perception; and

- Potential offenders perceive that they are intruding on the domain of others and will be noticed if they intrude—so that they are more likely to be deterred from criminal behavior.

Social services and physical design improvements have been proposed to help increase a tenant's sense of territoriality. Positive territoriality is said to exist where control over a particular space is exercised by the resident or primary user. Negative territorial responsibility is said to exist in areas dominated by outsiders and potential offenders.

However, the effect of turf reclamation and increased territoriality on crime and fear of crime remains uncertain because of inadequate evaluations.

Tenant Patrols: Anticipatory Surveillance. It has been estimated that there now are more than 800 resident building and neighborhood patrols in the U.S. The functions of patrols are diverse. Here, the concern is with groups which undertake surveillance and seek to deter through "anticipatory" beats on foot or in cars. This is in contrast to the less complicated, more "defensive" and stationary block and floor watches discussed in the next section.

Most such anticipatory patrols involve volunteers and are related to tenant organizations. Later, there will be a discussion of employing residents in a more formal capacity as project police, guards or public safety officers working directly for the PHA.

The uses of resident volunteers were discussed several times during the HUD-NAHRO Conference. Although it was agreed that there must be resident support and activism, there was a difference of opinion as to how much residents should be asked to do.

One group of residents wondered why poor people always are the ones asked to volunteer. They said that many public housing residents, especially single mothers, already are burdened with too much to do. One suggestion was that, if residents are asked to volunteer on patrols, they should be offered some financial incentives. It was proposed that, if money is not available for salaries, then a system of rent credits might be used.

Another group of residents at the HUD-NAHRO Conference felt that security patrols should consist of unpaid volunteers. They were afraid that, if patrol members receive pay, they might become an arm of the PHA rather than representative of tenants. According to this point of view, volunteers can operate effectively as long as the patrol routine does not require an excessive amount of time and effort from any single individual.

Examination of existing patrols has led some to suggest that, for the achievement of their goals, the patrols need formal financial support. This would include training patrol members, buying equipment, maintaining records, scheduling and assuring quality control. One suggestion is for a paid administrator.

Disadvantages of patrols include the possibility that they may be short lived, with tenants at times losing interest; the favoritism of one tenant faction over others; the requirement of careful selection of members; and the need to monitor activities carefully.

Advantages include the often strong motivation of residents to control their turf and protect their families, friends and homes; the relative inexpensiveness of patrols; the ability of members to differentiate residents from strangers; the evidence that special police training is not required for surveillance functions; and the increased tenant awareness of crime prevention that is gained from serving on patrols.

There needs to be a national information clearinghouse on patrol activities, and most patrols have not undergone formal evaluation. In one positive experience, the New York City Housing Authority has supported tenant patrols and assumed some of the legal and insurance responsibilities. Tenant patrols have been found to control crime as well as gain united community support of security measures. However, the New York experience has shown that tenant patrols are viable and useful only if there is a genuine desire for such a group within the community.

The most far reaching evaluation to date, of over 200 resident patrols in sixteen urban areas, suggested that patrols can serve as a potentially effective deterrent to residential crime and generally enjoy good support from local police, as well as residents. Although patrol members occasionally took to harassing residents and other negative behavior (especially in periods of boredom), little evidence was found that contemporary patrols engage in much vigilante-like behavior.

Importantly for the HUD Anti-Crime Program, this evaluation found more clear-cut and positive findings for patrols in and around buildings than in more vaguely defined neighborhoods. The results are consistent with the conclusion by one observer that patrols focusing on a specific limited situation are apt to be most successful. The argument is that the prospect for success varies inversely with the size of the turf for which a group assumes responsibility. In this respect, the self-contained universe of a public housing project offers clear boundaries and a relatively homogenous constituency.

Block/Floor/Lobby Watches: Defensive Surveillance. Block watches usually are less complex, less formal, cover less territory and are more defensive in character than patrols. Like patrols, they mainly involve volunteers and operate to increase surveillance and, hence, hopefully deter crime. Residents organize under the leadership of a block captain, keep their "eyes and ears on the street," and agree to report suspicious activity immediately to the city police or the PHA public safety force.

In high-rise buildings, the equivalent consists of floor watches and ground floor surveillance as part of lobby access control. Such access control usually is combined with physical design changes to the lobby to improve security—like control of inside doors by monitors who require appropriate identification.

Spinoffs of block and floor watches include apartment checks when other residents are out of town, phone-calling services for residents who are particularly afraid of being victimized, and escort services for the elderly, women and children.

Perhaps more than anything else, block club viability depends on the strength and personal qualities of block leaders. A good leader, vitally interested in the project, can hold most groups together.

The idea of surveillance is that it provides an opportunity for a person to respond if help is needed. People are therefore reassured that they are not alone or isolated. Their fears of victimization consequently are thought to be reduced. Such surveillance is said to deter crime by increasing the likelihood that crime will be noticed and reported, thereby increasing the risk of apprehension.

One limitation of surveillance is that, for it to serve as a deterrent, the offender must perceive that his risk of apprehension is relatively high. There is no unequivocal proof that this is so. Other limitations are that the strategy relies on residents reacting to crimes they are able to see, tenants may lose interest or not be willing to report, surveillance is not highly organized and therefore not always dependable, residents may open themselves to retribution by offenders, and tenant surveillance often is not available during all hours—especially at night, when it is critical.

On the positive side, block and floor watches increase tenant awareness, involve residents in their own security, have been especially effective against vandalism in some places, and often increase trust and communication between tenants and police or PHA forces.

There has been insufficient assessment of defensive surveillance, but the above, positive, evaluation of over 200 patrols in 16 cities included floor and block watches. There has been widespread anecdotal praise of block watches from community leaders and police in many places.

The Block Association of West Philadelphia frequently is cited as one of the most successful examples of block club crime prevention efforts. Formed in 1972, this alliance of over 100 block clubs has initiated projects that include: community walking patrols, residents' use of warning horns as a crime-alert/deterrent device; use of identifax kits to stamp and register personal property; distribution of newsletters and other materials on crime prevention techniques; and initiation of social/recreational programs for area youth.

Police Relations and Dispute Resolution. In some places, residents have formed councils that formally work with police. Tenants have performed police watchdog functions, developed better communication with police and PHA security forces, facilitated the installation of hotlines, and gained protection for residents willing to testify against offenders. Residents also have organized themselves into community boards for resolving disputes that do not warrant official local criminal justice system involvement.

Formal evaluations have been infrequent and incomplete. But some resident-police councils have deteriorated because of lack of resources, poor leadership, and a misunderstanding of the value of neighborhood crime prevention committees. On the other hand, the LEAA Hartford experiment created valuable tenant/police linkages. It appeared that police and citizens helped facilitate the other's success. Citizens communicated to police places or events where law officers were needed. In turn, the police stimulated citizen surveillance.

Tenant Education. Information campaigns, traveling crime prevention vans, literature and visual aids, and special series and meetings with residents all have been sponsored by tenant organizations. Courses have covered such topics as:

- General precautions: keeping doors and windows locked; remembering newspapers, garbage and mail; taking care of duplicate keys.

- Security procedures: using entrance keys, storage areas, and mailboxes.

- Reporting procedures: learning how and when to report any trouble or suspicious occurrences to management or police.

- Protecting personal property: keeping sales slips and serial numbers; utilizing "Operation Identification" for valuables.

- Information about the neighborhood: discussing streets, areas and alleys to avoid.

- Self-protection: reviewing how to react during an assault and teaching medical care.

Evaluation of the effect of tenant anti-crime education is spotty, but some positive individual success stories have been recorded. For example, the Richmond, Virginia Housing and Redevelopment Authority has had good results with an "Operation Identification" program. It was claimed that engraving the owner's Social Security number on principal appliances, placing decals at the front and rear of the dwelling, and declaring that valuables were marked and recorded with the police reduced reported burglaries by more than 50 percent. This saved the Agency money through less being spent on the repairing of doors, windows, and screens and other maintenance.

Conclusions. Many successful neighborhood crime prevention programs have a number of the components just reviewed.

One example, the Seattle Community Crime Prevention Program, has targeted on burglary in selected neighborhoods. It uses four principal tactics: home inspections by technicians who recommend security changes, where needed; property identification; block watches; and dissemination of burglary prevention information.

Typical of the kinds of programs possible from tenants, the Seattle project is inexpensive--with costs mainly for personnel, but not for expensive equipment; the program techniques are not complicated and can easily be taught to project personnel and residents; the design is flexible and can vary from neighborhood to neighborhood; and citizens don't have to make large investments of time or money.

The Project has been evaluated positively. Victimization survey-based burglary rates have gone down, with no displacement of crime into surrounding neighborhoods. Police are receiving more reports of burglary from citizens, and the reporting is coming sooner after the crime.

Another example is the Ponce de Leon housing project in Tampa. In an anti-crime program funded by HUD and sponsored by the Tampa Police, a former policewoman began by organizing a block club and leading cleanup, grass seeding, painting, and street lighting activities. Graduate student volunteers were recruited to counsel school dropouts. Summer jobs were secured for project youth, and police officers participated in recreational activities and outings. Citizen watches reported vacant apartments. Volunteers then hung curtains in the apartments to make them seem occupied and so reduce the chance of vandalism.

The program has been highly successful, according to Tampa Police statistics. There was a 58% reduction of most serious crimes in Ponce de Leon for the first quarter of 1976, as compared to the same period in 1975. Decreases were recorded for: residential burglary--79%; larcenies--50%; aggravated batteries--66%; and simple batteries--33%. During this same time period, the City of Tampa as a whole reported a 12% reduction in major offenses. The value of property taken taken from the Ponce de Leon residents in the first quarter of 1975 was $2,245, as compared to a loss of only $161 for the same period in 1976.

One of the most important lessons from this experience is that a great deal can be done with just one energetic, dedicated, knowledgeable professional facilitating action by residents.

Although it has not yet been evaluated, a final example is the Tenant-Community Crime Prevention Program in Chicago's Robert Taylor Homes, housing 20,000 residents. The Program refers about 1,000 persons per year to 120 different block clubs, church groups, tenant councils, social clubs, neighborhood associations and other community based groups. It has involved over 10,000 residents, youth, clergy and media representatives in its programs. The Program has conducted educational workshops on crime prevention and has operated a citizens complaint referral service.

2.2 Increased Full and Part-Time Employment of Tenants--Especially for Youths and Especially for Anti-Crime Activities In and Around the Project

Summary

Examples are as follows:

- Overall emphasis on "bridge" employment, training and counseling that moves away from illegal activities or legal "secondary market" jobs and towards legal "primary market" jobs.
- Implementation of successful strategies used in the Job Corps.
- Increased training and employment of tenants to install security hardware, make related capital improvements and architectural changes, and help maintain and rehab PHA property.
- Increased employment of tenants as community service officers, public safety officers, and lobby monitors.
- Improved training and counseling for tenant community service officers, public safety officers and guards--including sensitivity to the needs, values and life-styles of tenants.
- Increased training and employment of tenants to lead organized tenant anti-crime efforts and to increase tenant cohesion.
- Increased training and employment of tenants in anti-crime and related services--including activities like recreation, education, and cultural pursuits that help bring tenants together.

- Selection of workers who are not hardened recidivists, have family ties or friendship networks that link them to the primary job market, and have intrinsically satisfying hobbies, interests, competencies or orientations that increase work commitment to available employment.

- Provision of technical assistance and training of outside professional staff and qualified tenants to run the employment program.

Rationale

The rationale for this Program Area is that crime in and around public housing projects is disproportionately committed by teenagers and youths—and that employment of them is a means of reducing some crime, as well as an important goal in and of itself.

There has been much documentation over recent years of incredibly high minority youth unemployment—over 60 percent in some areas, which often include housing projects. Notwithstanding an expansion of the black middle class, there is evidence of a permanent black underclass and of an entire second generation of minority youth who never will enter into the labor force.

Acknowledging these realities, HUD policy has required PHAs with over 500 units to assure that at least 25% of their employees will be drawn from the tenant population. To date, over 181 or 54% of the PHAs have achieved or surpassed the 25% goal, and the percentage is expanding all the time.

The disproportionate involvement of youth in crime also is undisputable—based on police reports and surveys of victims.

The relationship between unemployment and crime has been more debated. However, persuasive scientific findings, based on years of research at Johns Hopkins, recently were presented to Congressman John Conyers during hearings of the House Subcommittee on Crime. The findings are as follows:

- Property crime and delinquency are significantly related to unemployment.

- Admissions to prisons and the homicide rate also vary with unemployment.

- A 1% increase in unemployment results in substantial increases in criminal activity.

- Overall, the interaction among the three major national economic indicators--unemployment, gross national product, and the consumer price index--is associated with more than 90% of the variation in criminal statistics since the early 1900's.

- Cyclical economic fluctuations, particularly relating to employment patterns, have been traditionally among the most important sources of influence on the crime rate.

A number of other studies have demonstrated a modest statistical relationship between unemployment rates and the incidence of crime and juvenile delinquency. Arrest rates are much higher among persons with employment problems. A criminal record and incarceration reduce the chances of successful employment and thus help promote recidivision.

In a less scientific way, the relationship between unemployment and crime has an intuitive logic for public housing. Both unemployment and crime rates tend to be much higher in housing projects than in other parts of the city. Participants at both the HUD-NAHRO and HUD-AIR Conferences stated that their experience of living in public housing, conducting research, or operating crime prevention programs led them to believe that unemployment and crime are related. They recommended wide use of employment as a crime-reduction strategy.

Suggestions and Their Evaluation

In spite of this knowledge, when it comes to implementing youth employment programs that scientifically demonstrate a reduction in crime, success has been limited.

The Job Corps. Probably the most clear-cut success has been with the Job Corps. One of the most comprehensive evaluations ever undertaken of any employment and training program has just been completed. It documents substantial employment and earning gains of participants relative to nonparticipants. Although Job Corps serves a more disadvantaged clientele than any other program, it has higher placement rates.

Because Job Corps seeks to help those most in need, many of the participants have had contact with the criminal justice system. Among Corps members, three-fifths have been arrested prior to entry, over a third have been on probation and one in six have served time in prison or jail. Even among females, a fifth have been arrested and a tenth have served time. Yet these youth do well in the Job Corps setting. A recent study has shown that they improve more than other Corps members in gaining job seeking skills and job development, altering nutrition and health habits, and setting long-term plans. Female ex-offenders appear to benefit significantly. Among these offenders, there is a massive reduction in crime. The incidence of arrest is twice as high for no-shows as it is for enrollees.

Most critically, there are long-term impacts. A large-scale "control group" study found that there were seven fewer arrests per hundred for Corps members as contrasted with nonmembers during the six-month period following termination. In fact, the estimated savings in victimization, court and corrections costs equals about-one-half the total cost of Job Corps, according to a careful benefit-cost estimate.

Job Corps assessments also have pointed to private sector, union and industry ties as essential to placement at the end of training.

Entering the Primary Labor Market. Why have there not been more youth employment programs which clearly reduced crime rates? One answer is inadequate evaluation. Part of the reason also appears to lie in a lack of understanding of what needs to be done in such programs and an inability to implement that understanding, when it exists.

This is especially so for high crime risk youths in many housing projects. They tend to be excluded from the legal "primary" labor market--where there are stable jobs and adequate wages. They tend to be limited to the legal "secondary" labor market--with unstable jobs and inadequate wages--or to illegal or quasi-illegal work (see Figure 1).

For these youths, economically motivated theft and street crimes have the clearest demonstrated relationship to unemployment. Not only are they likely to face fewer legal than illegal opportunities, but there may be less stigma attached by friends and street peers to crime and arrest than to humiliating secondary labor market work--like being a bus boy.

There also is a "Catch 22" in minority youth employment. Without employment, housing project youths can drift into crime, making future employment more difficult to obtain. Then businesses and middle class residents abandon high crime areas, further reducing employment opportunities.

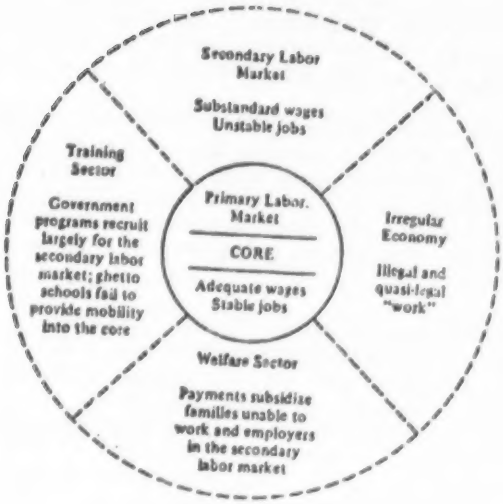
Training and Counseling. A number of implications follow for providing youth employment as part of the HUD Anti-Crime Program. There is a need for facilitating "bridge" employment that is not illegal, that is more than secondary employment and that, if not quite primary employment, provides the skills and experience to gain access to the primary market.

One example might be training in rehab and the installation of capital improvement equipment, including security hardware, which could lead to outside employment in the housing rehab industry. Such work is emphasized in the DOL YCCIP legislation.

A second example might be training as a security guard or public safety officer, which could lead to a career in law enforcement--working with PHAs or the city police.

FIGURE 1

The Structure of Urban Labor Markets


Secondary Labor Market
Substandard wages
Unstable jobs
Training Sector
Government programs recruit largely for the secondary labor market; ghetto schools fail to provide mobility into the core
Primary Labor Market
CORE
Adequate wages
Stable jobs
Irregular Economy
Illegal and quasi-legal "work"
Welfare Sector
Payments subsidize families unable to work and employers in the secondary labor market

Source: Harrison, Bennett, "Employment, Unemployment and Structure of the Urban Labor Market," Wharton Quarterly: Spring 1972, pp. 4-30.

A third example might be training in drug counseling or crisis intervention, which could lead to paraprofessional or professional work in social services. In all of these illustrations, not only are skills acquired, but a stable work history is built up. These are important assets to potential primary employers.

On-the-job and classroom training and job counseling obviously are critical to successful bridge employment. The skills learned and experience gained may be eventually used by job recipients in subsidized and sheltered labor markets—such as employment in housing projects. But, if they are to use their skills and experience, many will have to enter the unsubsidized primary market. Past training and counseling programs often have been divorced from outside economic opportunities. This may be why they failed—both in terms of reducing unemployment and reducing crime.

Consequently, in the Anti-Crime Program, every effort needs to be made to link DOL YCCIP training and counseling to real opportunities and to offer a supply of bridge employment that meets the demand for it. Many participants at the HUD-NAHRO Conference made this point.

DOL will expect an initial orientation period of approximately one week for YCCIP projects it supports in the Anti-Crime Program. Training must be directly related to a participant's job. Where school youth are served, they must be in a structured combination work and education program. Educational agencies are encouraged to award academic credit for the competencies that participants gain from their employment.

There are some examples of PHA programs to better address training and counseling. The Department of Housing and Urban Development of Dade County has reported that its Skills Bank and Placement Program enhanced the financial, personal and social well-being of residents. The Program began by assessing employment requirements for jobs in demand. These requirements were utilized to make up a job bank to place residents in jobs. When more training was needed to qualify for a job, the Agency assisted the resident in locating training programs or, where possible, in-house training courses. Given the already close links that many PHAs have with the public employment and training programs under CETA, start-up and implementation difficulties for such programs need not always be great.

Along these lines, one suggestion has been that the PHA appoint a manpower officer, capable of:

- Analyzing tenant employment needs;
- Developing relations with other agencies, specifically CETA, to leverage programs for the PHA;

- Developing jobs and placing workers;
- Operating a manpower information center;
- Serving as a liaison to private sector employers and developers;
- Being a tenant advocate to ensure that residents obtain a piece of the employment action with various Federal and state funded projects.

Selection of Job Participants. From what little is known about successful bridge employment, the results from the Job Corps, and positive experiences in PHAs, what kind of individuals might be selected for Anti-Crime employment programs?

DOL YCCIP projects require job recipients to be aged 16 to 21 and unemployed or underemployed.

An arrest record should not preclude consideration. In fact, some jobs in housing projects--for example security guarding--could profit from the experience of ex-offenders, if there were reason to believe they could be trusted. On the other hand, it does not seem to be cost-effective to hire hardened recidivists or the relatively small number of professionals who are successful in illegal employment.

The existence in an individual's life of ties to family and friendship networks involved in the primary labor market also might help. It might be useful to look for hobbies, interests, or competencies (e.g., in rehab) that increase work commitment in certain jobs because they are intrinsically satisfying to the individual. A skilled street rapper might become an excellent community service officer, drug counselor or crisis intervention professional. A reformed cat burglar could become a valuable public safety officer.

Supervision. It is likely that not all of the professional positions needed for the Anti-Crime Program at any one site can be filled by specially trained tenants. Some positions, like Coordinator of public safety or rehab and social service supervisors, may have to be filled by outside professionals--if qualified residents cannot be found. For these jobs, considerable previous experience may be necessary.

DOL YCCIP projects require a ratio of at least one full-time supervisor to every 12 youths, unless satisfactory justification for another ratio is provided. Supervisors must have the skills needed to carry out the project and must be able to instruct participants in those skills.

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PHA Experiences. A number of PHAs have had program experiences which suggest in an intuitive way that crime reduction and tenant employment are linked. For example, the Cabriri-Green High Impact Program (HIP) was implemented in 1975 and has been associated with a significant reduction in crime and fear of crime by residents. Tenants are being utilized as employees in the program. All safety aide and other paraprofessional security positions have been filled by residents. Residents patrol their own buildings, hallways, elevators, lobbies and corridors. They also supervise children to and from school, assist victims and work with police when appropriate. The PHA reports that social and counseling services for victims have been improved through the employment of residents, with their first-hand knowledge and insight.

Of the 87 security, management and social service staffers hired by the PHA under the HIP Program, 74% have been residents of Cabrini-Green. Employment has, according to the PHA, done more than increase resident investment in the success of the program. Resident participation also has contributed to improved management of Chicago public housing complexes. Managers are provided with immediate and accurate feedback on residents' response to various programmatic strategies under consideration.

2.3 More and Improved Services to Combat Crime or Assist Victims/Witnesses

Summary

Examples are as follows:

- Increased services that operate to reduce crime directly--especially alcohol and drug abuse, crisis intervention, and youth programs.
- Increased services that operate to assist victims/witnesses--including special programs for the elderly, single female household heads, victims of sexual abuse, and victims of child abuse.
- Increased neighborhood justice, legal, mediation/arbitration and restitution services.
- Increased employment, child care, recreational, cultural, educational, financial, and medical services.
- More assistance in securing police, property return and general criminal justice services.
- Improved coordination with victim compensation boards.
- Improved police training in victim/witness services.
- Provision of technical assistance and training of outside professional staff and qualified tenants to administer these services.

Rationale

In addition to tenant organization against crime and tenant employment as an alternative to crime, certain special services by and for tenants appear to have a critical role in a comprehensive anti-crime program, according to what we know.

Whether or not they are directly related to crime prevention, social services have always been accepted as integral to the public housing program. The U. S. Housing Act of 1937, as amended, calls for public housing agencies to provide or obtain "services which are directly related to meeting tenant needs and providing a wholesome living environment...."

However, sufficient funds have not been legislatively mandated. Hence, the Urban Initiatives Program is continuing local and federal efforts between HEW and HUD to better target services to public housing residents.

Presently, the degree to which any PHA approaches an adequate level of services depends in part on the interest of management, the provision of an internal social service budget and staff, the success experienced by the PHA in reaching out for local services that can be housed in project space, and the extent to which local government honors its Cooperation Agreement with the PHA, as required by the Housing Act of 1937,and provides normal city services.

Although there are exceptions in specific places, tenants often perceive a shortage of social service programs. At least these are among the findings from resident surveys in eleven projects across the country.

Anti-crime rationales underlying the advocacy of service programs are that such efforts can directly reduce crime, improve the community's sense of well being, provide social supports, reduce vulnerability, increase social cohesion and increase resistance to offenders.

The HUD Anti-Crime Program will encourage services that directly address the causes of crime and the problems of persons in the highest crime related age groups. Alcohol abuse, drug abuse and special youth programs are especially relevant. The Anti-Crime Program also will address services that aid victims and witnesses, particularly the most vulnerable groups, in order to improve the quality of their lives and to increase tenant cohesion against crime. Here a wide variety of victim/ witness programs include special care for the needs of the elderly and single parent female household heads.

What more can be said about the rationales for programs in each of these areas?

Alcohol Abuse. It has been estimated that half of the country's serious criminal offenders have problems with alcohol.

Tampa provides some good housing project examples. In 1977, 64% of all homicides in Tampa and 41% of all assaults were alcohol-related. Sixty-five percent of these crimes were committed in Census tracts where public housing projects are located. Tampa lists 11 Census tracts as having a population of 30% or more who are at risk for developing alcoholism. All of Tampa's public housing projects are located within these Census tracts. The Tampa Domiciliary Program for chronic inebriates has treated 175 clients, of whom 31% are persons residing in public housing. The Tampa Women's Resource Center reports that 37% of the women treated by the Offender Rehabilitation Program live in public housing and 35% of these have serious alcohol problems.

Alcoholism and family instability in housing projects appear to be linked in several ways. Children can feel that drunk parents are powerless, dependent and out of control. As a result, the children can feel that their parents are not capable of protecting and taking care of them. This can fill the child with feelings of anxiety and depression. Children learn unhealthy drinking behavior from adults—who themselves have used alcohol to ease the pain of their lives. Crisis-ridden home situations can lead to insecurities and a search for escape through drinking. Violence in the family is associated with alcohol abuse in many cases. There is a significant link between alcohol abuse and child abuse. One study found that 50% of male child abusers and 40% of female child abusers were alcoholic.

Based on statistics like these, most experts see alcohol not necessarily as a direct cause of crime, but as one of many linked factors which may help precipitate crime.

Drug Abuse. There is convincing scientific evidence that drug addicts (i.e., those who are dependent physically or psychologically, or both, on drugs) contribute significantly to property crime in housing projects. Theft is probably the most common means to support a habit.

However, as with alcohol, the use of some other psychoactive substances-like opiates, amphetamines, barbituates, hallucinogens, and marihuana—suggest that, on balance, they do not cause crime and violence in and of themselves. Rather, they may be associated with crime and may help facilitate it for certain kinds of people. From what we know, a well-adjusted nonviolent person is unlikely to become violent when using drugs. On the other hand, narcotic users who have criminal tendencies to begin with are more likely to engage in drug facilitated violence.

Behavior changes associated with mood alteration are highly variable from one individual to another and from one setting to another. It is not possible to state accurately that any given behavior always will result from use of a certain drug. Both aggressiveness and passivity can result from heroine, amphetamines or barbiturates—as well as alcohol.

Youth. Most housing project crime and vandalism is committed by young people in the 13 to 25 age range. Teenage gangs often are a serious problem. Accordingly, and especially when the percentage of teenagers in a project is high, anti-crime plans need to take a careful look at youth programs.

Victims and Witnesses. Over the past decade, this nation's search for more effective means to reduce crime has involved every aspect of the criminal justice system. Only recently, however, has attention finally been drawn to victims and witnesses.

The victim/witness stands alone. His or her needs are not the single concern of any agency in the criminal justice system. When attention is directed to victims, it is offender- and offense-oriented. The police seek as many answers about the crime and offender as a victim can provide. It is the evidence provided by the victim/witness that usually makes it possible to identify, apprehend, prosecute, and convict the offender. For all of these reasons, some argue that it is time to start considering the victim/witness as a more important public figure.

The needs of victims vary, in part, according to the kind of crime. For example, sexual assault presents special problems. Rape is often so traumatic that it is disproportionately underreported. Beside the immediate shock of assault, which requires sensitive professional handling, there is the ordeal of giving testimony and dealing with family and public reaction. Despite recent improvements in law enforcement and medical services, the victim of sexual assault often is further victimized by the treatment she receives.

Other crimes, like child abuse, street muggings, or physical assault between husband and wife, call for other kinds of responses.

The Elderly. A particular victim-prone group in housing projects consists of the elderly. In old age, we become and feel more vulnerable. There are violent youth, muggers, con artists and other criminals who have no compunction about exploiting disabilities. Of all the generational segments of society, it is the elderly who most live in fear of crime. A Louis Harris poll found that the elderly are even more fearful about crime than they are about their economic insecurity or their waning physical health.

Victimization can be avoided, but at a cost: hundreds of thousands of America's senior citizens have simply abandoned much of their freedom in order to remain safe. The elderly project-dweller, in fact, often is a kind of prisoner, living under house arrest, seeing and receiving few visitors, a hostage to the not-unreasonable fear of crime. Such a person may avoid becoming a police statistic, but might be considered a crime victim nonetheless.

Women and Crisis Intervention. A series of housing projects surveyed over the 1970's showed that not a single one had a women's program operating on the site. Yet 85% of the families were female-headed in these projects, and many of the problems faced by the women were similar.

Families and the women who often head them in many housing projects can live on the edge of crisis. Their lives can have a fragile and precarious quality. Due to poverty, lack of employment opportunities and the stress of the project environment, single female household heads can be extremely vulnerable to small shifts in their lives. What for a middle-class family would be an annoyance or an inconvenience is often a crisis of major proportions for a single parent low-income family. A late welfare check, a loan unrepaid, an unexpected bill, a child in trouble in school, a breakdown in transportation, a quarrel with a neighbor—all are events that can put tremendous pressure on the emotional and financial resources of low-income families.

Needs for normal social interaction by single female household heads result in a number of men from outside the project continually moving on and off the site, some living there for varying periods of time. At times, problems are created because some of the men who frequent the site do not, because of their informal status, have any vested interest in the environment.

Most surveys show that female household heads in housing projects are isolated and not well-informed about available services. For example, 55% of the residents interviewed in one project reported that they needed assistance with mental depression during the previous 12 months, yet only 6% had used a family counseling service, and only 15% of the respondents had any knowledge of a family counseling service.

These realities relate to crime in a number of ways. The dearth of women's programs and unawareness of programs can lead to crime by such residents—for example, child abuse or drug related thefts. There also is a reduction in self-protective behavior and social cohesion. For example, because they often don't interact with neighbors, some residents tend not to know who belongs and who doesn't in many places. They may be less likely to help control crime commited by male friends of tenants. The isolation also increases fear as residents perceive that they are alone, unsupported by the community.

These factors can mean that residents stay inside more, interact less, and hesitate to intervene in any problem situations. As a result, the environment is surrendered to outsiders or mischievious elements within the community.

Suggestions and Their Evaluation

There is some statistical support for the notion that higher levels of services are related to lower levels of crime. More and more refined evidence is needed, however, and the assertion that services reduce crime through increasing social cohesion is not yet adequately proven. The HUD Target Projects Program (TPP) did show a great potential for leveraging community services. The TPP evaluation reported that, for each Federal dollar invested in services, PHAs were able to obtain $72 in community support programs.

What about more specific suggestions and evaluations for services that HUD is emphasizing in the Anti-Crime Program?

Alcohol Abuse Programs. A number of "poverty alcohol programs" have been tried. Although their evaluations often are incomplete or do not sufficiently demonstrate how programs directly reduce crime, there are some partial models of success.

For example, the Teenage Alcohol Abuse Prevention Program in New York City uses group education by peer leaders for youth in grades 7-12. The program is based on an educational model, which stresses the primary importance of a positive self-image, self-development, and coping skills as the keys to alcohol abuse prevention for inner-city youngsters combatting poverty and discrimination. The underlying assumption is that, as teenagers strengthen their problem-solving abilities and learn alternative behavior as a response to frustration, their need to abuse alcohol will be reduced.

The Alcoholic Recovery and Rehabilitation Program in Chicago attempted to induce and maintain sobriety among low-income alcoholics and provided comprehensive services to the alcoholic and his family. A community education program sought to gain acceptance of the alcoholic as a person in need of help, encourage the mobilization of community resources to help the alcoholic and his family, and prevent the development of alcoholism among adolescents and young adults.

Based on what has been learned to date, new alcohol abuse programs in or connected with public housing projects appear to have the best chance of success if they:

- Implement trained teams of community-based and professionally trained peers to provide ongoing education, intervention and referral.

- Promote a comprehensive and systematic approach to treatment of alcoholism among tenants which maximizes use of existing resources (neighborhood service centers, health clinics, and counseling centers) and adds new services--such a formation of Alcoholics Anonymous, Alanon and Alateen groups.

- Encourage treatment agencies to make their services much more accessible--preferrably bringing them to the housing project through providing facilities there.

Drug Abuse Programs. To the considerable extent that addicts rob and burglarize to support their habits (especially heroin addition), the target hardening strategies discussed in Section 1.2, above, and the police deterrence strategies reviewed in Section 3.1, below, are important responses.

Beyond these, efforts to reduce drug misuse have centered on treatment and education/prevention, which usuallly are used concomitantly.

The treatment programs most relevant to public housing residents probably are for heroin addiction. It is not certain by just how much treatment can reduce heroin related crime, although one study shows that a 10% increase in heroin treatment enrollment resulted in a 2% decrease in property crime in the area study. Even if the exact level is unknown, there is wide agreement that increased enrollments in drug treatment can result in reduced crime levels.

There is no conclusive evidence that one form of heroin treatment is better than another. In fact, most experts suggest that a variety of treatments--including drug free, detoxification and methadone programs--ought to be available and that live-in as well as outpatient programs are equally important. This thinking reflects the opinion that there are many different types of drug addicts, each with different problems and needs, and that there is not one type of drug treatment applicable to all.

Drug education and prevention efforts seek to head off drug problems before they begin. Children generally have been the prime targets of such programs. In order to be effective in minimizing drug abuse, drug information must be credible and accurate. Experience has suggested that exaggeration, sensationalism and fear tactics are inappropriate and undermine children's faith in the teachers and parents.

Prevention effects have increasingly focused on "providing alternatives." The underlying assumption is that drug use becomes a less attractive outlet for individuals who are involved with constructive activities of their own choosing. Of primary importance is the process that takes place within the individual of exploring and searching for ways to satisfy inner needs.

There is reason to believe that the alternatives chosen should:

- Contribute to individual identity, self-respect, significance and independence.
- Offer active participation and involvement.
- Offer a chance for commitment.
- Provide a feeling of identification with some larger body of experience.

Other closely related objectives of successfully evaluated drug abuse programs in minority communities provide or facilitate:

- An unglamorized picture of drug effects and drug life-styles.
- An ability to solve problems, not avoid them.
- Models of physical, emotional and career fulfillment.
- Experiences of success or mastery which develop confidence to overcome environmental handicaps.
- A sense of identification with a larger group, in whose accomplishments one can take pride.
- Achievable short-range goals.
- A source of help.

Among specific programs which have gained national recognition, Innovative Youth Service of Racine, Wisconsin provides preventive counseling for youths who feel that they are acting in ways not conducive to their personal growth and development. In order to meet these goals, the Program offers a 24-hour hotline, counseling, rap groups, peer group activities, referrals, and crisis intervention.

As another model, the Delancey Street Foundation in San Francisco is a self supporting family of ex-prisoners. The Foundation's program is based on the proposition that the best people to resocialize drug addicts and lawbreakers are their peers. Within this context, Delancey Street provides food, housing, medical and dental care, education, entertainment and job training for its family members.

Through their philosophy of self-management and self-reliance, family members have created a network of businesses that support them and their work. Much of their food, clothing and furniture is donated. No one at Delancey Street receives a salary, either for work done at the residences or at the businesses. Each member is given approximatelv $20 a month walking-around money.

Drugs and alcohol are prohibited, as is physical violence. A commitment of at least two years is required, though a family member may stay as long as s/he wants. Goods a newcomer brings are confiscated and redistributed within the community according to need.

All family members are required to participate in a game, which is based on the Synanon game. Encounter-like confrontations allow players to release emotions. One family member puts it bluntly: " The games are our medicine."

Of the hundreds of men and women who have been Delancey Street members, only one has been arrested while a resident. The drop out rate is under 40 percent. Despite backgrounds of drug addiction and criminal activity, many who left Delancey Street without official sanction have been able to make it in the community on their own.

Among advocates, Delancey Street is a reaffirmation of the axiom that hard work, self-sacrifice, and relating within a family-like situation are the best antidotes to antisocial activity.

Without being as ambitious as Delancey Street, a program might be tailored to the needs of public housing residents that incorporates some of these elements.

Youth Programs. This same kind of thinking applies to comprehensive programs for youth that often address alcohol and drug abuse but also extend into other areas, as well.

There is considerable evidence that an integrated approach to a wide variety of services addressing the needs of youth in a single facility can yield dividends in terms of crime reduction and improved quality of life.

The Neighborhood Youth Resources Center (NYRC) of Philadelphia is one of many illustrations of the successful provision of youth services through a single, easily-accessible source. Located in the heart of a high-crime, inner-city area, the Center is open 13 hours a day. Five kinds of services are offered: crisis intervention, individual casework, group work involving counseling and educational assistance, referrals to cooperating agencies, and legal representation.

To provide the comprehensive help its clients need, NYRC has developed a unique purchase-of-services arrangement with other community agencies. This system has brought to its staff a lawyer from the Defenders Association, two roving leaders from the Department of Recreation, two gang workers from the Youth Conservation Services and a juvenile court probation officer.

The Center works with a target population of 4,000 young people between the age of 10 and 17. In 1973, it served 1,027 youngsters with problems ranging from landlord-tenant disputes to burglary, minor disorderly conduct, and status offenses.

A 4-month study, which compared NYRC and non-NYRC target area youths within two precincts, indicated that arrest rates for boys in the target group were significantly lower in the feloney and status offense categories. In one district, target boys had a significantly lower arrest rate for lesser misdemeanors as well.

Another example in Philadelphia that is receiving considerable attention is the House of Umoja. It has been called the first inner-city boystown in America and is the first group home facility for delinquent boys in the State of Pennsylvania. It teaches the youngsters to stand on their own two feet—despite histories of dependency

and delinquency. Located in the heart of West Philadelphia, Umoja's living facilities consist of twenty small row houses in various states of repair. Rehabilitation of these dwellings is carried out by the residents themselves, with assistance from trades professionals.

One of the key elements in the rehabilitation process is an emphasis on enabling the boys to become providers rather receipients of community service.

The staff of Umoja also believes that the values of young people are not changed through punishment or force, but rather through example, education and affection.

On any single day, the 30 residents of the House minister to approximately 270 neighborhood youngsters. Umoja has conducted an extensive community outreach program that employs nonresident teenagers in a variety of tasks that include neighborhood clean-ups, community-needs surveys, and assistance to the elderly in its "rent-a-kid" program.

One of the primary projects in which the House has been involved is a neighborhood security program. To date, the program has used unemployed teenagers (many ex-gang members) who receive training in first aid, fire detection and crime prevention through a variety of techniques--with positive results. Two young men from the House saved a family from a home fire, resulting in the youngsters receiving a commendation from city officials.

An initial reason for the founding of Umoja was the notorious Philadelphia street gang problem. In 1972, a gang conference was held, attended by more than seven hundred members of gangs. A United Nations kind of gang member council was organized to deal with differences and to channel employment opportunities.

Although there has been no formal evaluation of the program, an average of 39 black youths died per year because of gang violence before Umoja began, and now the average is one per year. Many believe that the House is largely responsible.

Nationally, Operation PUSH is applying to high school education of minorities principles of excellence discipline and self-development not dissimilar from those taught at the House of Umoja or the Delancey Street Foundation.

In the PUSH to EXCEL the program, students are being asked to:

- Form "peace corps" to monitor school hallways and playgrounds;
- Establish student courts dealing with the misconduct of fellow students; and
- Counsel fellow students to help them resist drugs and crime.

Parents are being asked to set aside a two-hour study period for children each school night during which there are no TV, record playing or telephone distractions.

School principals are linking these efforts to the outside through community liaisons. There is a potential for creating such community-school cooperation through housing projects receiving HUD Anti-Crime funds and schools implementing the PUSH-EXCEL Program. The changed values that PUSH-EXCEL hopes to instill could simultaneously be created in the project and school.

Although a scientific evaluation is only now being undertaken, there are some informal reports of success by PUSH-EXCEL. For example, in Los Angeles, it has been claimed that the program has increased school attendence and reduced vandalism.

During recent years, many youth centers have evolved from the Runaway Youth Act (Title III of the Juvenile Justice and Delinquency Prevention Act of 1974). Runaway houses have offered a variety of professional services to young people who, in the past, were largely either treated as juvenile delinquents or left to cope with problems on their own. An evaluation of such community facilities is underway.

One example is Huckleberry House in San Francisco. Originally, a crisis center for runaways, Huckleberry House has diversified its services to encompass a comprehensive youth center designed to help teenagers with problems. Volunteers help coordinate available youth services, provide necessary but lacking services, and act as advocates for youth. Legal and medical aid, counseling and therapy, housing services, education, and other counseling are among the services provided. The House tries to prevent delinquency by providing constructive alternatives for youths faced with crises.

Residential halfway houses with professional services for youthful offenders who are on probation or parole represent another variation of the theme of comprehensive facilities for the needs of young people. The best evaluations have concluded that recidivism rates among offenders supervised in the community are no greater than for offenders who are imprisoned. Community supervision also is much less expensive.

For the purpose of the HUD Anti-Crime Program, youth services facilities in all of these forms can potentially be provided by a PHA on or near targeted projects.

Victim-Witness Programs. Formal evaluations of victim-witness programs have been few and, when done, generally incomplete. Such programs have included social service referrals (for example, immediate medical attention) crisis intervention (for example, 24-hour telephone rape and sexual abuse counseling), and criminal justice system services (for example, victim and witness counseling throughout a trial and protection).

One example of a well thought-out program which incorporates such elements and which received high marks from a careful, scientific evaluation is the Victim-Witness Advocate Program of the Pima County Attorney's office in Tuscon, Arizona. The Program provides a broad range of services, including:

- Crisis intervention and social service referral for victims, witnesses, and other persons in need of assistance.
- Criminal justice and case information for witnesses and other persons involved in the criminal justice system.
- Public education efforts--including public service announcements, newspaper articles and conference sponsorship.

The Tucson Program was evaluated along seven objectives and found to be successful on most of them.

A very recent victim/witness development is the neighborhood justice center. Such centers provide a forum for the resolution of minor disputes, as an alternative to arrest or formal court action. In addition to arbitration, mediation, and referral to the courts, the projects often employ social work staff, make referrals to social service agencies, and conduct factfinding and related functions.

The forerunner of many current projects is the Columbus, Ohio Night Prosecutor Program. Minor criminal cases arising from neighborhood and family disputes are screened by the local prosecutor's office and referred to trained hearing officers for mediation. For the convenience of the disputants, hearings are scheduled on evenings and weekends, normally within one week after the complaint is filed. When compared to the time and expense involved in normal criminal processing of such cases, the Columbus approach has proven economical. Equally important, persons involved in minor criminal conduct have been spared the stigma of an arrest record.

Other noteworthy neighborhood based programs that provide services to victims and witnesses of crime are in Freemont, California (Freemont Victim Services Project), Hamden, Connecticut (Victim Services), Fort Lauderdale, Florida (Victim Assistance Project), Rochester, New York (Victim Assistance Program), Westchester County, New York (Victim/Witness Assistance Unit), Bronx, New York (Crime Victims Assistance Unit), and St. Louis, Missouri (Aid to Victims of Crime Program).

Programs for the Elderly. Special victim/witness and crime prevention programs for the elderly have sprung up across the country. Few have been thoroughly evaluated, although HUD presently is sponsoring an evaluation of eight urban neighborhoods with elderly programs.

A good illustration of a comprehensive approach is SCAN--the Senior Citizen Anti-Crime Network of New York. In the Flatbush section of Brooklyn, one of the neighborhoods where the program operates, SCAN is by no means the first or the pre-eminent anti-crime service. Other significant contributors are the police, three senior centers, three merchant associations, and dozens of tenant organizations. In most of the 20 to 25 apartment buildings where SCAN has helped to establish tenant patrols or other self-help security systems, the SCAN staff came in at the invitation of an already functioning tenant group.

In addition to building security services, SCAN organizers have helped set up block-watch programs and encouraged senior volunteers to take to the streets as part of block patrols. Plans are underway to have lobby patrol members stay in touch via walkie-talkies with street patrollers--and relay emergency reports to the local precinct through a special CB channel. Other services, often initiated through tenant meetings in apartment lobbies, are the installation of free locks and the implementation of an Operation Identification program.

If an elderly victim has needs such as replacing lost identification and credit cards, a referral is made to a social service worker

in a local senior center. Five part-time aides, four of them senior citizens, help to make these referrals work. If a victim is in need of money, the SCAN office can make an emergency gift from a fund established by the foundation.

Some of SCAN's greatest gratifications and frustrations have come from working with victims whose cases have led to an arrest. The SCAN staff helps such victims deal with the criminal justice process, occasionally bringing in senior volunteers to add support. Other seniors monitor the progress of cases in court, with handful showing up for hearings and trials, and sometimes a dozen or more attending sentencing hearings. These activities frequently give the victim and volunteers alike a sense of accomplishment.

Earlier in Section 1.1, age integrated versus age segregated housing was reviewed as a management anti-crime strategy. SCAN illustrates what might be done in part in public housing settings where senior citizens are mixed with persons of other ages.

The Los Angeles Housing Authority illustrates what can be done in buildings entirely for the elderly. In one group of five residences for the elderly, management works closely with CETA public safety/ security trainees. The official job of the trainees is "to protect life and property, detect public nuisances or other personal conduct detrimental to the best interests of the authority or its residents, and to cooperate with local law enforcement agencies in their enforcement of the law." Older residents, who are often lonely and find it difficult to make new friends, welcome the the conversation and interest of the public safety officers as they make their rounds.

To help the trainees and volunteer hall monitors in the Los Angeles program, a card like a hotel "do not disturb" sign is kept on the outside doorknob of each apartment. One side of the sign shows a yellow face and says "good morning." The other side shows a blue face and says "good night." Residents are instructed to flip from yellow to blue at a certain time each day. If a sign shows the wrong side out, the monitor or trainee will telephone or knock to see if the resident is well. If there is no answer, the monitor contacts the manager, who may know if the resident is away. In the absence of a reason for no response from the resident, the manager will enter the apartment.

Hardware plays an important but supportive role in the Los Angeles effort. Equipment now required by the Housing Authority for all new senior citizen buildings includes: (1) security fencing around the parking lot and structure and a security gate controlled by residents with a key or key-card; (2) security

deadbolt locks on all exterior doors; (3) an intercom buzzer system between the main entrance and each apartment; (4) a door viewer, entry locks, and deadbolt locks on each apartment door; (5) automatic panic-exit doors; (6) a ceiling-mounted smoke detector located in each apartment; and (7) an emergency call system between each apartment and the manager's office.

Women and Crisis Intervention Programs. In a number of housing projects--like the Scott-Carver Holmes of Dade County--comprehensive crises intervention programs have been proposed for single female household heads and other project women.

These proposals would have representatives of various social service agencies attend neighborhood meetings and provide project women, tenant leaders and the housing management staff with crisis intervention training. The training covers topics such as:

- Recognizing a Crisis

  Early warning signs
  Understanding your vulnerabilities
  Asking for help, for example, through hot lines
  Perceiving the potential for child abuse

- Social Life

  Handling boyfriends
  Living together
  When things get rough
  When you want to break up

- Finances

  When you don't have any money
  When you're worrying about money

- School

  Getting your child to school
  When your child is disciplined at school

- Teenagers

  Handling teenage pregnancy
  When your child drops out of school
  Handling drug and alcohol abuse
  Handling discipline

- Helping Each Other

  How to establish a rap group
  Ground rules for working together
  How to talk to someone under stress
  Crisis listening

- Crime and Violence

  Handling threats
  Helping a victim
  Dealing with the police
  When you are afraid

- Health

  When your child gets sick
  When you have to go to the hospital
  Handling drug abuse
  When you're afraid someone (including you) drinks too much
  When you get angry or depressed

- The Housing Environment

  When you need service
  Handling disagreements with neighbors

This comprehensive approach has not yet been implemented in any project, so its impact on crime prevention is not yet known. Proponents anticipate several benefits. Such a program might provide a basis for contact between community service agencies and residents. Because the training and workshops would be taking place on the neighborhood level, they would reinforce the relevance of these neighborhoods to the residents--and possibly increase cohesion and mutual help in fighting crime.

An equally important benefit would be the valuable information to help them cope with stress in immediate crisis situations and introduce them into longer-term answers.

Crisis intervention of this variety not only may work to help control crime, but illustrates mental health primary prevention. In contrast to providing therapy to persons who come to a center, primary prevention has a more active outreach and is educational rather than clinical. Some mental health professionals agree that primary prevention is an idea whose time has come, especially for low-income populations.

Conclusions. The foregoing kinds of services have been given priority in the HUD Anti-Crime Program, but many other activities can play a role. They include child care, recreational and cultural programs, education, medical and special financial services.

Although service funding often is difficult to obtain and sustain, past experience suggests that a few highly skilled and dedicated professionals, perhaps working with tenant volunteers and trainees, can have a great impact. It is possible for such persons not only to provide a core in a housing project of many of the services reviewed here, but also to draw in the network of services throughout the city and to provide more active outreach to residents than in the past.

Careful management of service resources also appears critical. One model is illustrated by the Dade County Department of Housing and Urban Development. The existing quality of social services provided to tenants was assessed, monitored, and evaluated by the Agency. Information regarding social services was gathered from tenants and from social service agency case reports and personnel. From this information, a social service profile was created. It was used as the objective planning tool to determine necessary improvements in various social services. As a result, the social service delivery process was improved and resident stability was increased.

3. LOCAL GOVERNMENT AND PRIVATE SECTOR RESPONSIBILITIES

3.1 Increased Use of Better Trained City Police Officers

Summary

Examples are as follows:

- Increased use of city police assigned to foot patrols, "vertical" patrols, family crisis intervention teams and two person team policing—with at least one partner having a cultural awareness of the tenant population and its needs.
- Improved academy training of police assigned to projects--so that they are both crime deterrers and human service troubleshooters accepted into and knowledgeable of the tenant community network.
- Improved relations among PHA public safety personnel, police and tenants—including improved reporting of crime, possibly through special hotlines.
- Implementation of precinct stations in projects.

Rationale

The Police Department is under the control of the Mayor. But law enforcement is so crucial for the HUD Anti-Crime Program that it needs to be broken out separately here (with other local government discussed in the next section).

In addition, although PHA controlled and contracted public safety forces really are a management responsibility (see Section 1.1), they are discussed here because such forces are so closely tied to the police.

The traditional rationale for police in general is that they deter crime and apprehend criminals. This also is the basic rationale for PHA forces.

Suggestions and Their Evaluation: Police

Deterrence and Manpower Levels: The rationale that police are needed to deter crime is all the more important in public housing, where crime rates are so high. A national assessment may be needed to pinpoint where police service is deficient in housing projects--especially because a city's agreement with a PHA requires normal city services in projects. But, in the absence of such an assessment, even a casual observer can note insufficiencies in many cities. Police may patrol only up to project boundaries and may give limited service in response to calls from within the project.

Accordingly, the Anti-Crime Program will look for better police service and more police manpower in foot patrols, vertical patrols and car patrols. In cities where the police response is adequate in public housing, the means have included employment of regular city forces as well as special forces with precinct substations within the project. The Cabrini-Green crime prevention effort in Chicago has such a project based precinct station.

In spite of the urgent need for increased police service in many projects, there is no assurance that, beyond a certain point, more and more police will deter more and more crime. There is little solid evidence on when such diminishing returns set in, but there is considerable proof that the impact of deterrence clearly has its limits.

Perhaps the most celebrated evaluation to make this point was the Kansas City Preventive Patrol Experiment. It found that doubling or tripling the number of cars assigned to preventive patrol did not reduce the number of crimes committed--and that crime did not increase in the sectors in which preventive patrol was virtually eliminated. These variations in the level of preventive patrol had no effect on citizens' fear of crime or on the degree of their satisfaction (or dissatisfaction) with the police. Nor was there any evidence that crime was displaced.

Sensitivity and Training. Replications of such police patrol experiments are required elsewhere, but it has become clear that little really is known about what the police can or cannot do to reduce crime.

Clearly, the police are essential--and their work is thankless. The question is what can be realistically expected of anyone in the difficult job of a police officer.

For example, many observers at the HUD-NAHRO and HUD-AIR Conferences called not only for more police in projects but police more sensitive to the needs of project residents. According to this viewpoint, the ideal would be police who are both law enforcers and human service officers.

This would more openly acknowledge that 80% of the time of most police is spent in providing service, not enforcing the law. It also is believed by many that such officers would reduce tenant mistrust and increase reporting of crime.

The presence of citizens, like the presence of the police, deters some crime. While the police discover some criminal activity on their own, they depend upon citizens for initially reporting most crimes. Tenants are often in a far better position than are the police to spot suspicious circumstances and make the inquiries that will lead to discovery of a crime. They often possess knowledge that is the clue to the identity of wrongdoers. And their testimony is essential in most cases in which alleged wrongdoers are prosecuted.

The plain fact is that the police cannot possibly create a capacity that would approximate the collective capacity that the public has for deterring crime, reporting offenses, identifying offenders, and assisting in their prosecution.

According to some observers, police efforts to achieve a higher degree of citizen involvement may be the single most important means the police have available to them for coping with crime. This view contends that a 5 or 10 % increase in the involvement of all people in a community or project could possibly prove of much greater value in combating crime than a 50 or 60 % increase in the number of police officers or an equally large investment in technical equipment.

Law enforcers/human service officers can, according to the argument, gain a detailed understanding of the project and of its residents—which can be of tremendous value in making the judgments required to solve serious crimes and identify and locate perpetrators. An officer who has acquired extensive knowledge of an area, it is maintained, will be in a position to make more discriminating distinctions in separating the suspicious from the nonsuspicious and the innocent from the potentially guilty. More discretion also can be used by such officers in seeking family and community solutions for the problems of delinquents and others who otherwise might be formally adjudicated.

Along these lines, the LEAA Comprehensive Community Crime Prevention Program is increasing public involvement against crime and thereby decreasing the community's reliance on the police. For example, in Atlanta, some 24 neighborhood planning units, a crime prevention advisory committee, directors of all Federally funded crime prevention programs and five representatives of business, professional, civic and neighborhood organizations will work with the Commissioner of Public Safety on implementing such a program.

If progress is made in equipping the police to provide more effective solutions for the problems they handle daily that are unrelated to crime, they may be better able to prevent situations from escalating into serious criminal conduct. Many of the incidents police are called upon to handle contain the incipient elements of a serious crime. A minor conflict may hold the potential for a future stabbing or shooting. The deranged conduct of a mentally ill person may be symptomatic of a potential for dangerous behavior. Frequent complaints about a juvenile may be the clearest signal we have of the likelihood that the juvenile will commit a serious offense. How the police initially deal with such incidents may determine whether or not the situation grows worse.

There are a number of innovations along these lines which have been or are being tested and which are encouraged in the Anti-Crime Demonstration Program. One is team policing. To gain citizen support, police teams are assigned permanently to a single small neighborhood instead of being rotated in a traditional way throughout the city. In some versions of team policing-which has been tried in at least 60 police departments--at least one partner has a cultural, social and psychological awareness of the resident population and its needs.

Formal evaluations have been attempted in Cincinnati, Ohio; Boulder, Colorado; Elizabeth, New Jersey; Portland, Oregon; Santa Ana, California; Hartford, Connecticut; and Winston-Salem, North Carolina. The results are mixed. A drop in crime was clearly related to team policing in Cincinnati. There were drops in several other cities, but it was not as clear whether this was due to team policing or other factors. There appeared to be more positive than negative attitudes by participating officers, especially the younger and less traditional ones, and an improved relationship with the community.

Another innovation is conflict management and family crisis intervention. The typical family-crisis intervention project is designed to augment an officer's options by providing him or her with training in skillful mediation as a form of immediate intervention, and by facilitating selective referrals to social agencies.

The pioneering effort in family-crisis intervention was done with the New York City Police Department. This much-cited project involved the intensive training of 18 officers who then were assigned to a precinct where they handled all complaints which could be predetermined to involve a family disturbance. An important element in the program was constant development of the officers' skills through frequent consultation and additional training while in the field. The project evaluation cautiously concluded that, among other things, sensitive and skillful police intervention in family quarrels may reduce the number of family assaults and family homicides, have a positive effect upon police-community relations, and greatly increase the safety of police officers in handling these highly charged situations.

Since 1970, family-crisis intervention projects have been initiated in many police agencies throughout the country. Many have been Federally funded. LEAA has been attempting to systematically evaluate their success and to provide more refined guidance for their implementation. As one would expect, the projects vary greatly--especially in the kind of training provided and in the use made of social agencies for referral. Unfortunately, like all new efforts of this kind, many of the projects are primarily public-relations efforts and do not significantly change the way police respond to domestic disturbances.

To implement innovations like family crisis intervention, team policing and, more generally, use of officers with a combined law enforcer/human service orientation requires new and improved police academy and on-the-job training techniques.

Such training is encouraged in the HUD Anti-Crime Program.

Officers must be equipped with criteria to help them decide when to make use of alternatives. New alternatives like team policing or family-crisis intervention may require intensive training. Many agencies have erred in attempting to implement such programs without providing anything approaching the kind of systematic training given to the officers who participated in the pilot program.

Suggestions and Their Evaluation: PHA Forces

HUD-NAHRO Conference participants often expressed the need for more public safety personnel. With duties ranging from full time patrolling to stationary guarding, such personnel can be broken down into two basic categories--PHA forces controlled by management and forces contracted with outside security agencies.

PHA Controlled Forces. Usually only the larger PHAs can afford their own forces. Many of these personnel have full or limited police powers, are armed, and provide the primary enforcement response within areas encompassed by the housing projects under housing authority control. In some cities, housing authority police departments that operate their own investigative units are as large as medium-sized local law enforcement agencies.

There is little systematic information on the nature of PHA run forces. If there are inadequate police services in a project, an obvious advantage is that a well trained internal force can fill the void. The force also is under management's control, whereas the police are not. The disadvantages that have been experienced in some places include high cost and the potential for tension and competition between internal forces and the city police.

PHA Contracted Forces. Smaller PHAs often have no choice but to contract out for guards and public safety personnel. Again, our knowledge of them is limited.

On the plus side, contracting out avoids a management hiring and training effort.

On the minus side, such forces are not directly responsible to management or tenants and must be carefully checked out.

In addition, the private security industry has been described as caught in a vicious circle. Factors such as low salaries, marginal personnel, lack of promotional opportunities, high turnovers, and little or no training often result in ineffective performance. To attract and keep highly qualified personnel, salaries must be commensurate with experience, training, education, and job responsibilities. However, competition by private security companies tends to keep wages low because of the bidding process. This creates the vicious circle—where higher caliber personnel cannot be provided unless there are higher wages, but where the PHA has been reluctant or unable to foot the higher bill.

According to the National Commission on Criminal Justice Standards and Goals, the typical private contract guard is a poorly paid aging white male, poorly educated, usually untrained, and very poorly paid. Depending on where in the country he works, what type of employer he works for (contract guard agency, in-house firm, or government), and similar factors, he averages between 40 and 55 years of age, has had little education beyond the ninth grade, and has had a few years of experience in private security.

Deterrence and Manpower Levels. Regardless of the forces employed, the same questions about deterrence that apply to police are relevant to PHA forces. One HUD Handbook on security estimates that, for every thousand residents, security needs will range from two full-time persons (80 hours/ week) to four full-time persons. Only the larger projects normally will be able to afford such manpower levels. Even so, at what point does the mere addition of more personnel cease to become a deterrent? We may not know what that point is, but existing knowledge suggests that it does exist.

Sensitivity and Training. As with police, participants at the HUD-NAHRO conference were concerned not just with more forces but with better trained and more sensitive personnel—capable, for example, of working in team policing, family crisis intervention and other human service activities in which knowledge of and working relationships with residents are essential. The papers presented at the HUD-NAHRO Conference suggested that PHA public safety personnel who are neither able nor willing to communicate with residents on a helpful social basis as well as in the traditional law enforcement officer role will not be trusted by residents. Nor will such personnel be successful in dealing with the problems of crime and the fear of crime. Although there is little scientific evidence, some observers believe that the effectiveness of security personnel in part depends on the helping behavior and sensitivity displayed in the course of duty.

One partial solution is hiring tenants as public safety personnel. This has worked well in a number of PHAs. There also appears to be a trend among larger PHAs to require that PHA controlled personnel receive formal training courses from police and sheriff academies which include extensive work on human relations as well as related special areas, like drug abuse and youth programs. This is encouraged in the HUD Anti-Crime Program.

Involving the police in training also helps communicate the PHA program to local authorities, works to gain their support and helps minimize jurisdictional conflicts. In addition, Federal and state training often can be obtained free. For instance, in Kansas City, the FBI, Postal Inspectors, the Sheriff's Department and the Drug Enforcement Administration were all utilized in the PHA security training program. These agencies donated their time and instructors for classes free of any cost and remain very supportive of crime prevention in public housing.

When the PHA contracts out for forces, it needs to be especially careful that training along these lines is provided. Although current private security training programs vary considerably in quality, most are inadequate. Total pre-work training, plus initial on-the-job training, is less than 2 days for a great majority of the private security workers in the United States today. Retraining, if any, is typically done on the job through bulletins or by the immediate supervisor. The inadequacy of training is admitted by private firms.

Other Issues. Beyond training, other questions that PHAs must answer about their forces include:

- Authority of the personnel: How much power and how to limit it?
- Plan of supervision: How to ensure responsible performance and guard against the abuse of power?
- Clear regulations and responsibility: How can rules be spelled out so that all personnel understand what they can and cannot do?

Perhaps the most critical questions that remain center on coordination and the relative cost-effectiveness of different combinations of personnel.

Not only is very little practical information available on internal versus contracted out forces, but the relative cost/benefit ratios between stationary guards and more completely trained and mobile security or public safety officers are unknown. Stationary guards can cost $10,000 to $12,000. Mobile security officers with full police certification can cost up to $25,000. Do the former generate less than half the benefits of the latter by way of deterring crime and reducing the fear of crime? How do the relative benefits shift when stationary guards are coupled with security hardware and sophisticated surveillance/alarm systems?

To proceed a step further, little is known about the most effective ratios of PHA controlled and contracted forces, on the one hand, and tenant patrols and police officers, on the other. The best assumption at the present time is that there is some ideal mix of PHA forces, tenants and police that is best for any particular setting.

PHAs often have no regular, ongoing contact with police, are not aware of their procedures and deal with them only in crises. There often are similar problems with tenant groups. Consequently, many experts say that there is a need for a PHA-run public safety planning board which represents management, police and tenants.

As was recommended at the HUD-NAHRO Conference, a Coordinator of Public Safety is needed to chair such a board, to run the PHA's Anti-Crime program on a day-to-day basis, and to report directly to the Executive Director of the PHA rather than to lower-level management. Such a person should have the breadth to feel comfortable with all the strategies reviewed in this Guidebook--management, hardware, tenants, employment, services, police and city hall. All are means to the end of crime prevention.

3.2 Stronger Linkages with Programs from Local Government and Other Sources Which Co-target on the Project and the Surrounding Neighborhoods--Residential, Recreational, Commercial and Industrial

Summary

Examples are as follows:

- Initiation by local government of comprehensive targeted anti-crime planning, coordination, funding and implementation that complements programs in specific housing projects with efforts in nearby residential, recreational commercial and industrial areas.
- Increased anti-crime targeting and coordination from programs under local government control--like Community Development Block Grants, CETA Prime Sponsor job slots, and criminal justice services.
- Increased anti-crime targeting and coordination from neighborhood organizations.
- Increased anti-crime targeting and coordination from business and industry, including the provision of employment opportunities.
- Increased anti-crime targeting and coordination from city level offices of Federal agencies--like CSA and ACTION.
- Increased anti-crime targeting and coordination from state agencies--for example, to gain HEW Title XX and LEAA State Planning Agency funds.
- Increased anti-crime targeting and coordination with Federal discretionary programs--like HUD Neighborhood Development Organization (NDO) grants, HUD Neighborhood Strategy Area (NSA) grants, HUD Urban Development Action Grants (UDAG), HUD Section 701 planning grants, Economic Development Administration (EDA) grants and Department of Interior Urban Parks grants.

Rationale

The rationale for this Program Area is that crime must be understood in a broader social, economic and geographic context. From the view of what is feasible to undertake in the HUD Anti-Crime Program, this means that, at the least, the relationship between crime in a specific project, adjacent recreational and residential areas, and adjacent or nearby commercial and industrial areas must be understood when designing a comprehensive approach to crime prevention.

To believe that crime prevention must extend beyond the boundary of a public housing project is to understand the broader process of growth and decay in any part of a city.

According to some, if we understand the growth and decay process and what causes and aggravates it, environmental strategies can be developed which will help prevent patterns of deterioration. This acknowledges a two way pattern of cause and effect. Deteriorating areas can encourage crime. By the same token, crime promotes deterioration.

Isolation. Many problem housing projects are in isolated areas where the project constitutes a neighborhood to itself: inaccessible; without adequate public transportation; distant from stores, schools, libraries and health services; inadequately protected by police and fire departments; and poorly served by other municipal services, like trash removal and street maintenance.

The isolation encourages crime—like vandalism of boarded buildings or muggings of residents who must walk across "No Man's Lands" for groceries without police protection.

Because of crime, such isolation now often extends to playgrounds and parks near projects. Once gathering points for leisure, recreation and informal interaction, many urban parks are now wide swaths of fear with de facto criminal control acknowledged by residents and city officials. Throughout U.S. cities of every size, parks and public open spaces have

become feared areas and generators of crime. Areas which once served the purpose of providing aesthetic and physical relief for the urban dweller are now avoided out of fear of harrassment, unprovoked attacks, robberies and loss of life. Criminal domination of many urban parks has resulted in areas of publicly supported, publicly maintained lands which are consistently shunned by the public they were intended to serve.

Nearby Residential, Commercial and Industrial Neighborhoods. Instead of, or in addition to, adjacent No Man's Lands bordering on some sides of a project, the problem often is contiguous, densely-populated neighborhoods characterized by physical, economic and social decay or nearby commercial or industrial areas which are associated with crime opportunities. As indicated in HUD and Urban Institute studies of multifamily projects, even with generous funding and the best of management, it often is difficult for any one project to overcome the adverse influences of such surrounding places.

Residential Neighborhoods. One theme that emerged again and again in the HUD conferences with tenants, security directors, PHA officials and other experts was the need to understand how much and what kind of crime is committed by whom within the projects versus surrounding residential neighborhoods. Where do crimes occur? What are the crime-specific mobility patterns? To what extent does project crime involve "invasions" from outside and what program strategies does this imply? (In Kansas City, 72% of all arrests in housing projects involve nonresidents, and similar statistics are recorded in Oklahoma City, Dallas and St. Louis.) To what extent are project crimes "inside jobs," and what program strategies are implied? If our interventions reduce some kinds of crime in projects, will the result be that such acts merely are displaced to the surrounding neighborhood?

At present, there are few answers to such questions. Yet such answers and their variations among different kinds of crime are critical for implementing practical programs which have a chance of succeeding.

Commercial Areas. Nearby commercial areas are important to housing projects. Such areas distribute needed goods and services, provide jobs, and contribute to economic and social vitality. At the same time, commercial establishments and streets are places where crime takes a heavy toll in the form of assaults against the person, loss of property, and destruction of public confidence due to fear.

Not infrequently, a housing project is bordered by or near a commercial strip in which bars, liquor stores, pool halls, cafes, clubs, cheap hotels and massage parlors are natural centers of gravity for drug dealers, pimps, prostitutes, criminals and others who can be encouraged into theft and violence by the street life and the people they meet.

Commercial strips are particularly difficult to defend against crime. Most of the stores on such strips are not located in clusters but are strung out along the avenue. This complicates problems of surveillance by police patrols and makes it easy for potential criminals to leave the scene of the crime. Because most of the users of this environment are strangers to each other and to the community, it is very difficult to ascertain who is a legitimate customer and who is not.

Prior to construction of the interstate highway system and other recent superhighways, many urban-arterial streets were thriving areas of commercial activity. More recently, some of these commercial strips have become the less convenient roads into cities, and there has been subsequent reduction in their use by through travelers.

This is not uncommon in areas near public housing. Combined with the proliferation and increased popularity of suburban shopping centers, one result has been decreased use of many commercial-strip areas, causing general decline.

Such neglect and decline can contribute to creating an environment where crime and fear of crime are rampant. The problem is compounded by the transience of the clientele in many of these areas. As a result, the services offered frequently do not address the needs of nearby neighborhoods.

Commercial area crimes tend to be assault, street robbery, purse-snatch, and burglary. Although a relatively minor crime, purse-snatch induces a great deal of fear. This is particularly true for elderly women, who often are the most frequent victims. The pattern of crime in the commercial strip environment also is characterized by spillover from the commercial area to the surrounding residential areas.

Popular beliefs about commercial location in an urban environment have not been documented. For instance, it is a common belief that business decisions are based exclusively on profits, indicating that crime and fear for personal safety are of little consequence in relocation and investment decisions.

But recent Congressional testimony indicates that this is not necessarily true. For example, an executive spokesman for Jewel Food Stores stated to the House Subcommittee on the City that a "food chain does not base its decision as to the desirability of continuing its operations in a certain store only on whether it is running in the black or red. If the improvements involved in closing a store and moving to another location will, in some reasonable time, result in a higher yield, they will move."

A store which is losing money may remain open if the neighborhood projections indicate growth. Likewise, a store in a deteriorating neighborhood may be closed even if it is making a profit.

Industrial Areas. The relationship between the industrial and residential sectors of a community has never been completely understood. Yet most large, old, urban centers have this type of mixed environment. It often is characteristic of areas with public housing.

A circular relationship appears to exist. The condition of one sector of the community destines the other to its same fate. Because fear for personal safety and security are associated with other perceptions of an area, the security of industrial sites is dependent on neighborhood reputation and appearance. In turn, the neighborhood is dependent on the local industry for its tax base, revenue from employees who are consumers in neighborhood shops and clients for neighborhood services.

Popular belief holds that the main causes of industrial flight are high taxes, poor municipal services, and difficulties in recruiting and keeping a skilled labor force. But, as with commercial and retail flight, the reality is that crime appears to be as important as the other inter-related causes of industrial flight, according to available evidence.

For example, the House Subcommittee on the City concluded that crime was a major reason for relocation. Many businessmen expressed concern for personal safety of employees and the higher costs for additional plant security measures. The Senior Vice President of Proctor & Gamble cited "terrorism" in the cities as a reason for moving out.

The loss of industry is a loss for everyone. But the poor and minorities, often living in housing projects, have the most to lose when industry leaves the city. For example, manufacturing industries account for about one-third of Chicago's total employment, and are of particular importance as employers of low-skilled and minority workers in center city locations. In 1970, 30% of the Black and 56% of the Spanish-speaking Chicago residents were employed in manufacturing. The negative impact of recent industrial flight in Chicago has been predicted to be especially great on the workers.

Suggestions and Their Evaluation

One policy implication from what has been is that, when plans for land uses and public facilities are made independently of one another, they can unwittingly create environmental competition, conflict, and crime opportunity. Decisions on transportation, residential and commercial development, parks and recreation, planning and zoning often are made without realization that they can directly result in crime and fear of crime. While it is the avowed purpose of city planning to coordinate such impact decisions, this is not always done.

Hence, the potential exists for City Hall based planning to create complementary and reinforcing land use, human service and criminal justice systems. Such an approach could be a major contribution to a HUD Anti-Crime Program application.

Some of the partnerships and area-wide perspectives that HUD envisions here are found in the LEAA Comprehensive Crime Prevention Program.

To build on this experience, a few City Hall based strategies which are immediately apparent include:

- Assigning city planners to work directly with PHA authorities and tenants in preparing HUD Anti-Crime applications.

- Applying to broader area-wide planning all of the physical redesign strategies discussed earlier for public housing sites--e.g., surveillance, access control, transportation and circulation patterns, clustering, differentiated space, defensible space, territoriality and turf reclamation.

- Reviewing and changing zoning and the land use laws, tax incentives and other local regulations--for example, to eliminate establishments that encourage crime in commercial strips adjoining projects and to encourage new business investment nearby.

- Channeling Mayoral discretionary resources (like Revenue Sharing and CDBG funding) and other local resources which address the strategies reviewed in this Guidebook to the public housing project proposed for the Anti-Crime Program, as well as to the surrounding neighborhoods.

- Facilitating and financing cooperation between neighborhood organizations and the target housing project.

- Facilitating and leveraging contributions and services by the private sector and by local, state and Federal agencies.

- Delivering on all the services specified in the Cooperation Agreement between City Hall and the PHA, as required by the Housing Act of 1937, as amended, and by HUD regulations.

There are few examples of scientifically evaluated programs which have been successful at coordinating public housing site specific anti-crime efforts to efforts in nearby recreational residential, commercial or industrial areas.

As a matter of fact, there are few comprehensive efforts to plan crime prevention activities confined just to recreational, residential, commercial or industrial areas--to say nothing of public housing. However, a few partial illustrations can be given.

Recreational Areas. For the most part, municipal governments have responded to crime in urban parks and other recreational areas through target hardening and "spot" solutions--like increased police patrols in certain areas at certain times. There has been only limited evaluation of such strategies.

Some experts advocate more careful environmental security planning in present and new parks--so that distinct uses can be identified and individulized means developed for defending against crime. Although evaluations are not available of such recreational security planning, the potential exists for building it into proposals for Department of Interior Urban Park grants that are co-targeted with the HUD Anti-Crime program, as encouraged in the Notice.

Residential Neighborhoods. Funded by LEAA, the Hartford Neighborhood Crime Prevention project is one of the first planned programs of action for identifying the relationships between the structure of the neighborhood environment and crime opportunity.

Several strategies were applied to three neighborhoods. One neighborhood received a combined treatment of physical, police and citizen participation techniques. One received police and citizen. participation techniques. One received citizen participation techniques only. A before-after victimization survey showed a 30% burglary reduction in the first neighborhood over the first year of the program. The evaluation showed no indication of crime displacement. In the remaining two neighborhoods, the burglary rate remained the same, while elsewhere throughout the City of Hartford, there was an overall increase. The evaluation was not able to separate out the different impacts that each strategy had on crime.

Some of the LEAA Community Anti-Crime and Comprehensive Crime Prevention Programs, now being evaluated, also are potential models for comprehensive environmental security planning

Besides the LEAA initiatives, other Federal programs which local planners might review as part of a residential anti-crime package include HUD Neighborhood Self-Help grants, HUD Neighborhood Strategy Area Program grants, HUD UDAG grants, HUD Section 701 planning grants, and various initiatives at ACTION, CSA, the Administration on Aging (AOA), the Alcohol, Drug Abuse and Mental Health Administration (ADAMHA), and the Administration on Children, Youth and Families (ACYF).

Commercial Areas. In Portland, the LEAA funded Crime Prevention through Environmental Design Program targeted on a commercial area. There were improvements in traffic patterns, landscaping, and lighting. Block watches were installed, and residents were encouraged to use the newly secured areas to increase surveillance. The program also provided mini-plazas as safe waiting locations for buses, instituted a special bus program for the handicapped and the elderly, initiated weekend markets, organized citizen and businessmen involvement, improved police services, and discouraged carrying significant amounts of cash.

The program evaluation did show reductions in some crime rates, but their relation to specific strategies was unclear.

The Portland experience did not significantly include economic development and job creation as anti-crime strategies in the commercial area. HUD UDAG grants, EDA grants, and DOL CETA jobs could potentially be linked with this objective in mind.

Industrial Areas. One of the few examples of an area specific industrial crime prevention program is in Chicago. The Industrial Residential Security Project will be a three to four-year enterprise--a collaborative effort funded by the Federal government, the City of Chicago, and the private sector. Research will provide the information base from which plans can be immediately integrated into the overall development programs of the City of Chicago.

As with commercial redevelopment designed with crime prevention as a component, industrial development coupled with anti-crime objective could use Federal programs like UDAG, EDA and CETA to employ workers in nearby projects to physically upgrade the community.

Conclusion. Considerable potential exists for linking such industrial, commercial, residential and recreational anti-crime programs to housing crime prevention--as long as both City Hall and the PHA have the commitment and provide capable staffers who can work together.

The possibilities for integrating crime prevention with urban revitalization have hardly been tapped.

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Yin, Robert K., Mary E. Vogel, Fan M. Chaiken and Deborah R. Both. Patrolling the Neighborhood Beat: Residents and Residential Security. Santa Monica, Rand Corporation, 1976.

Zeisel, John, Gayle Epp, and Stephen Demos. Low Rise Housing for Older People: Behavioral Criteria for Design. Washington, D. C.: U. S. Government Printing Office, 1977.

APPENDIX SEVEN

HOW THE VARIOUS FUNDS

FIT INTO THE PROGRAM AREAS

HOW THE VARIOUS FUNDS OBLIGATED FOR PROGRAMMATIC USE
OR TECHNICAL ASSISTANCE BY MARCH 31, 1980 FIT INTO THE PROGRAM AREAS [1/]

FUNDING SOURCE / PROGRAM AREA	HUD		DOL	DOJ			HEW	LOCAL
	MOD	CPD/NVACP	OYP	OJJDP	OCJI	OCACP	ADAMHA	MATCH
1.1 Public Safety Management		X						X
1.2 Physical Security Design	X							
2.1 Tenant Anti-Crime Activities		X				X		X
2.2 Youth Employment			X					X
2.3 Special Anti-Crime Services		X		X	X	X	X	X
3.1 Police and Other Criminal Justice Services		X						X
3.2 Area-wide Local Public/ Private Partnerships		X				X		X

NOTES

1) This table only includes funds from agencies which have committed funds to date. See pages 3-5 of the text for names of the agencies and offices with initials and acronyms on this table. Anticipated future funds from ACTION will fit into Program Area 2.1. Anticipated future funds from HEW's Administration on Aging and Administration on Children, Youth and Families will fit into Program Area 2.3. Anticipated future funds from Interior's HCRS, Commerce's EDA and CSA will fit into Program Area 3.2.

APPENDIX EIGHT

BIOGRAPHICAL SKETCHES OF HUD

CENTRAL OFFICE ANTI-CRIME PROFESSIONALS

URBAN INITIATIVES ANTI-CRIME PROGRAM

DIRECTOR

Lynn Curtis

PROFESSIONAL STAFF

Leonard Clay
Joseph Fichera
Imre Kohn
Barbara Huie
William Simms
Irving Wallach

Valerie Anthony
Maria Campbell

ADMINISTRATIVE STAFF

Vivian Burris
Bert Perlow
Maxine Sutton

LYNN A. CURTIS

Summary of Experience:

- Director, Urban Initiatives Anti-Crime Program, HUD (1979-1980)
- Urban Policy Advisor to the Secretary, HUD (1977-1978)
- Associate, Bureau of Social Science Research, Washington, D.C. (1973-1977)
- Consultant, The Police Foundation, Washington, D.C. (1975, 1970)
- Consultant, Law Enforcement Assistance Administration, Washington, D.C. (1974)
- Consultant, Office of the Mayor of Baltimore (1972)
- Consultant, Department of Interior, Washington, D.C. (1971)
- Task Force Director, National Violence Commission (1968-1969)
- Consultant, Arthur D. Little, Ltd, London, England (1966)
- Analyst, Harvard University, Regional Economic Development Institute (1967)
- Consultant, Institute for Defense Analysis, Washington, D.C. (1968)
- Analyst, Harvard University Center for International Studies (1965)

Areas of Competence:

- Crime Prevention Programming and Administration
- Urban and Domestic Development Policy
- Neighborhood and Community Development
- Housing
- Human Resource Development and Employment
- Civil Rights
- Research

Education:

- Ph.D., University of Pennsylvania (1972)
- M.Sc., University of London (1967)
- A.B., Harvard University (1965)

Publications:

- Criminal Violence: National Patterns and Behavior, D. C., Heath-Lexington Books, 1974
- Violence, Race and Culture, D.C., Heath-Lexington Books, 1975
- Crimes of Violence, Task Force Report, National Violence Commission, G.P.O., 1969
- Author of over 60 articles, Congressional Testimonies and Speeches
- The Future of the Inner City, (Forthcoming, 1980)
- The Response to Sexual Assault, (Forthcoming, 1980)

Honors/Awards

- Chairman, Crime and Delinquency Division, Society for the Study of Social Problems
- Associate Editor, Victimology: An International Journal

LEONARD CLAY

Summary of Experience:

- Housing Program Specialist - Criminal Justice, HUD (1980)
- Director, Program Support Division, HUD (1979)
- Policy Analyst, HUD (1977-1978)
- Special Consultant, United Block Association, New York, New York (1975-1977)
- Executive Director, Germantown Homes, Inc., Philadelphia, Pa. (1973-1976)
- Executive Director, Pennsylvania Savings and Loan Development Corporation, Philadelphia, Pa. (1973-1974)
- Housing Specialist, Abales, Schwartz and Associates, New York, New York (1972-1973)
- Director of Housing, United Block Association, New York, New York (1971-1972)
- Coordinator/Planner, North City Area-Wide Council, Philadelphia, Pa. (1968-1969)
- Planner, Architects Renewal Committee in Harlem, New York, New York (1967-1968)

Areas of Competence:

- Program Management - 8 years managerial experience in housing and economic and community development programs for low-income communities
- Program Design - 13 years design and implementation experience in housing and economic and community development programs for low-income communities
- Housing Development - 6 years experience as developer/financial packager of Federal low-income housing programs

Education:

- M.C.P., University of Pennsylvania, Philadelphia, Pa.
- B.S., St. Joseph's University, Philadelphia, Pa.

Honors/Awards

- St. Joseph's University, University Grant
- Sears & Roebuck Fellowship for Urban Planning, University of Pennsylvania
- University Scholarship, University of Pennsylvania Law School

JOSEPH FICHERA

Summary of Experience:

- Special Assistant to the Assistant Secretary for Housing, HUD (1980)
- Assistant for Congressional & Intergovernmental Affairs, HUD
- Special Assistant to the Assistant Secretary for Neighborhoods, HUD
- Research Associate, Woodrow Wilson School of Public and International Affairs - Princeton University
- Director, the Princeton Journal of the Arts and Sciences
- Research Associate, Princeton University Woodrow Wilson School of Public and International Affairs

Areas of Competence:

- Urban and Domestic Policy Analysis
- Finance/Budget Development
- Laws and Regulations governing Federal Housing and Community Development efforts
- Housing
- Neighborhood Organization and Crime Prevention Strategies
- Intergovernmental and Legislative Relations

Education:

- Princeton University/Woodrow Wilson School of Public and International Affairs

BARBARA HUIE

Summary of Experience:

- Housing Program Specialist - Criminal Justice; HUD (1979-Present)
- Area Manager, Community Anti-Crime Programs; Law Enforcement Assistance Administration (1978-1979)
- Labor Market Analyst, Community Development Department, City of Los Angeles (1974-1978)
- Manpower Development Specialist, Youth Programs Task Force, U. S. Department of Labor (1977)
- Management Information System Director/Manpower Analyst, Watts Labor Community Action Committee (1972-1974)
- Executive Administrative Assistant, Community Service Commission, University of California at Los Angeles (1970-1972)
- Teacher, Communications Skills and Quantitative Analysis, Educational Opportunity Program, University of California at Los Angeles (1968-1970)

Areas of Competence:

- Community capacity building - through crime prevention and other community development activities
- Intergovernmental program management - experience at Federal, city, and community levels of program planning and operations
- Administration/Management - systems and operational analysis, planning, management by objectives, grantsmanship

Education:

- Doctoral student, Public Administration, University of Southern California, Washington Public Affairs Center (1980)
- M.A., Urban Policy and Planning - Educational Administration, University of California at Los Angeles (1972)
- Teaching Credentials, State of California (1970)

Education (con't)

. B.A., University of California at Los Angeles (1969)

Publications:

. "Community Organizing and Crime Prevention - the Two-Headed Dragon" action line, December 1979

Honors/Awards:

. Outstanding Performance Award, Department of Justice (1979)

. Award of Appreciation, California Association of Hispanic Crime and Delinquency Prevention Programs (1979)

. Certificate of Appreciation, City of Los Angeles as sponsored by Councilman Robert Farrell, 8th District (1977)

. Chairperson, Asian/Pacific American Federal Employees Council, Department of Justice Chapter (1979)

IMRE R. KOHN

Summary of Experience:

- Housing Program Specialist - Environmental Psychologist; HUD (1980)
- Consultant - Newman and Hermenson Company, Washington, D.C., (1979-1980), Center for Human Services; Bethesda, Maryland (1979); T. S. Infosystems, Oxon Hill, Maryland (1979); Institute for Behavioral Research, Silver Spring, Maryland (1978-1979)
- Research Program Manager for Crime Prevention Through Environmental Design - Westinghouse National Issues Center, Arlington, Va. (1976-1978)
- Consultant - Environmental Design Research; National Science Foundation, Washington, D.C. (1976)
- Research Director, Institute for Community Design Analysis, New York, New York (1973-1976)
- Consultant - Educational Tester; New York City Board of Education (1972-1973)
- Consultant - Man-Environment Relations; Pennsylvania State University and Department of Transportation (1970)
- Instructor - City Planning and Research Methods; Pennsylvania State University (1969-1971)
- City Planner/Research Analyst - Beyes-Bimder Associates, Architects-Planners, New York, New York (1969)

Areas of Competence:

- Crime prevention theory and research
- Environmental design research
- Social and environmental psychology
- Program Evaluation
- City Planning

Education:

- Ph.D., Pennsylvania State University
- M.C.P., Yale University
- M.A., University of Utah
- B.A., Bard College

Publications:

- "Crime Prevention Through Environmental Design: Final Report," (co-author), Contract No. J-LEAA-022-74, August 1978
- "Citizen Involvement in CPTED Projects," (co-author), Technical Guideline 8; "Analytic Methods Handbook," Volume III, CPTED Program Manual, (co-author); "CPTED Technical Guidelines in Support of the Analytic Methods Handbook," (co-author) Contract No. J-LEAA-022-74, April 1978
- "Defensible Space Modifications in Row-House Communities," with K. Frank and A. Fox, prepared for NSF, November 1975
- "Dimensionalizing the Manifold Environment," (co-author), published in Experiencing the Environment, Eds. S. Wapner, et al, New York, Plenum Press, 1976
- "The Environment as Experienced by the Migrant, An Adaption Level View," (co-author), Representative Research in Social Psychology, Special Issue, Volume IV, No. 1, May 1973

Honors/Awards

- National Science Foundation Dissertation Grant, Pennsylvania State University, 1971.
- Graduate School Fellowship, Pennsylvania State University, 1971-1972
- National Institute of Mental Health Stipend, University of Utah, 1964-1966

WILLIAM H. SIMMS

Summary of Experience:

- Housing Program Specialist - Criminal Justice; HUD (1980)
- Senior Staff Analyst, Bureau of Operations and Research, International Association of Chiefs of Police, Washington, D.C. (1978-1979)
- Consultant - Lecturer (1976-1978)
- Inspector, Investigator, Patrolman; San Francisco Police Department, San Francisco, Ca., (1968-1976)
- Deputy Sheriff, Alameda County (California) Sheriffs Department (1965-1968)
- Group Counselor, Alameda County Juvenile Probation Department (1964)
- Recreation Director, Oakland (California) Recreation Department (1963-1964)

Areas of Competence:

- Criminal Justice Operations - 11 years of operational experience as a sworn officer
- Criminal Justice Research - 2 years as an analyst for IACP.
- Administration/Management - program administration and management; development and planning of special programs; training, supervision and evaluation of subordinate staff; review and analysis of reports.

Education:

- B.A., University of San Francisco, San Francisco, California
- A.A., Diablo Valley College, Pleasant Hill, California

Publications:

- "Descriptions of Crime Analysis Functions in Law Enforcement," Police Chief Magazine, July 1979

- "Crime Analysis System Support" Produced Under LEAA Grant #77-55-99-6023

Honors/Awards

- Two Chief of Police Citations for Superior Investigations
- One Citation for Outstanding Police Work Performed Off Duty

IRVING A. WALLACH

Summary of Experience:

- Housing Program Specialist - Criminal Justice; HUD, Washington, D.C. (1980)
- Consultant, U. S. Fire Administration, Washington, D.C. (1979-1980)
- Director, Anthropological Research Services, American Anthropological Association, Washington, D.C. (1977-1979)
- Executive Director, Office of Criminal Justice Plans and Analysis, Washington, D.C. (1976-1977)
- Criminal Justice Program Development for profit-making organizations, Washington, D.C. (1973-1976)
- Chief, Program Development and Grant Administration Unit, New York State Division of Criminal Justice Services, New York, New York (1972-1973)
- Senior Analyst, Research Analysis Corporation, McLean, Va., (1968-1972)
- Operations Analyst, Stanford Research Institute, Arlington, Va., (1965-1968)
- Human Factors Scientist, System Development Corporation, Paramus, N. J., (1959-1965)

Areas of Competence:

- Program Development - criminal justice program development for state and local government agencies (1972-1977); developed police/community research program (1968-1969); developed nationwide graduate minority fellowship program (1978)
- Research - designed and implemented minority neighborhood police research (1969-1970); designed and directed criminal justice research project for a Presidential commission (1966); designed and implemented urban neighborhood planning grant (1978-1979)
- Administration/Management - directed state criminal justice planning agency (46 people); managed program development and grant administration unit (10 people); directed multidisciplinary research projects.
- Communications - authored criminal justice research reports; graduate level teaching at two universities (adjunct professor)

Education:

- Ph.D., Columbia University, New York, New York
- B.A., New York University, New York, New York

Publications:

- Perception of the Police in a Black Community," pp. 382-403, in John R. Snibbe, et al (eds.), The Urban Policemen in Transition, Springfield; Charles C. Thomas, 1973 (co-author).
- The Police In A Black Neighborhood, Doctoral Dissertation, Columbia University, Graduate Faculty of Political Science, 1971.
- Perspectives of the Police from the Black Community, Research Analysis Corporation, McLean, Virginia, 1971. (co-author).
- The Police Function in the Negro Community, Research Analysis Corporation, McLean, Virginia, 1970.
- "Active Juvenile Offenders and Convicted Adult Felons in the District of Columbia," Report of the President's Commission on Crime in the District of Columbia, Washington, D.C., 1966 (Appendix, pp. 453-644)

Honors/Awards:

- Ford Foundation, Foreign Area Training Fellowship (1955-1956)
- Council for Economic and Cultural Affairs, Research Fellowship (1955)

APPENDIX NINE

ORGANIZATIONS AND INDIVIDUALS

PROVIDING TECHNICAL ASSISTANCE

American Enterprise Institute -- Robert Woodson

American Institutes for Research -- Victor Rouse
Andrea Sullivan, and
Herb Rubenstein

Berkely Planning Associates -- Donald Perlgut

William Brill Associates -- William Brill

Center for Community Change -- Alicia Christian

Chicago Planning Commission -- Albert Baugher

Crime and the Elderly Project -- Victoria Jaycox

Richard Gardiner Associates -- Richard Gardiner

The Hartford Institute -- Frank Hartman

Institute for Community Design Analysis -- Oscar Newman

Joint Center for Political Studies -- Eddie Williams

Massachusetts Institute of Technology -- Robert Yin

The MITRE Corporation -- Eleanor Chelimsky

National Association of Housing and Redevelopment Officials -- Robert Maffin

National League of Cities -- Alan Beals

National Victim/Witness Resource Center -- Emilio Viano

Neighborhood House, Seattle -- Robert Moon

The Police Foundation -- Patrick Murphy

Security Unlimited Enterprises -- Virgil Poole

Temple University, Center for Social Policy and Community -- Archibald Allen and
Seymour Rosenthal

University of California at Berkely -- Clare Cooper-Marcus and
Wendy Sarkissian

University of Pennsylvania -- Marvin Wolfgang

Vera Institute of Justice -- John Thompson

APPENDIX TEN

EVALUATION DESIGN: REQUEST FOR PROPOSAL

PDR

POLICY DEVELOPMENT AND RESEARCH

H-5231
EVALUATION OF URBAN INIATIVES
ANTI CRIME DEMONSTRATION PRO-
GRAM IN PUBLIC HOUSING

REQUEST FOR PROPOSALS

THIS SOLICITATION IS
IN SUPPORT OF THE DEPARTMENT
OF HOUSING AND URBAN DEVELOPMENT'S
RESEARCH, DEMONSTRATION,
AND EVALUATION PROGRAMS

DONNA E. SHALALA
ASSISTANT SECRETARY FOR
POLICY DEVELOPMENT AND RESEARCH

Department of Housing and Urban Development

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D.C. 20410

OFFICE OF THE ASSISTANT SECRETARY
FOR ADMINISTRATION

REQUEST FOR PROPOSAL H-5231

IN REPLY REFER TO:
ACR-G

ISSUANCE DATE FEBRUARY 15, 1980
EVALUATION OF URBAN INITIATIVES
ANTI CRIME DEMONSTRATION PROGRAM
IN PUBLIC HOUSING

Dear Offeror:

You are invited to submit a proposal to be received not later than 4:00 P.M., local time, at the place designated for receipt of offers, March 20, 1980, to the Department of Housing and Urban Development, in accordance with this Request for Proposal and the following attachments which are incorporated herein and made a part hereof:

Pages 4 - 23	Attachment A - Statement of Work
Pages 24 - 25	Attachment B - Factors for Award
Pages 26 - 29	Attachment C - Proposal Instructions and Conditions (including Special Proposal Instructions)
Pages 30 - 40	Attachment D - Required Forms, Certifications and Notices
Pages 41 - 60	Attachment E - Applicable Contract Provisions
Pages 61 -160	Attachment F - Background Materials

A cost reimbursement contract is anticipated to be awarded as a result of this RFP; however, HUD reserves the right to award the type of contract most appropriate after negotiations and to substitute provisions of this RFP as necessary. Therefore, you are requested to submit a proposal on a basis which is considered to be realistic for the approach you propose.

NOTE: Your attention is invited to Article VII and Article VIII of Attachment E which implements P.L. 95-507 (Small Business and Minority Small Business Subcontracting Plan)

A contract will be awarded to the responsible offeror whose proposal is within the competitive range and determined to be the most advantageous to the Government, price and other factors considered. The factors to be considered in the evaluation of the proposal and selection of the Contractor are set forth in Attachment B.

Inquiries regarding this Request for Proposal should be directed to: Arnold A. Gjerstad (202) 724-0045.

The place designated for receipt of offers is:

Department of Housing and Urban Development
Office of Procurement and Contracts (ACR-G)
711 Fourteenth Street, N.W. - Room 922
Washington, D.C. 20005

All hand deliveries must be made to the above address.

There is no direct mail delivery to the Office of Procurement and Contracts; therefore, mailed proposals must be mailed to the following address:

Department of Housing and Urban Development
Office of Procurement and Contracts (ACR-G)
451 Seventh Street, S.W. - Room B-133
Washington, D.C. 20410

Mailed proposals are received in the HUD Central mail room and delivered by shuttle to the Office of Procurement and Contracts. Offerors should consider this factor in planning for timely delivery at the place designated for receipt of offers.

To assure that the proposal arrives at the proper place on time and to prevent opeing by unauthorized individuals, your proposal must be identified on the envelop or wrapper as follows:

Proposal submitted in response to RFP 5231
Due Date: 4:00 P.M. local time at the place
designated for reciept of offers,
March , 1980.

LATE PROPOSAL WARNING: The conditions applicable to late proposals in Paragraph 10, Attachment C, will be strictly applied.

This RFP consists of pages

Please be advised that proposals submitted in response to this solicitation are subject to disclosure under the Freedom of Information Act (FOIA). To assist the Department in determining whether or not to release information contained in a proposal in the event a FOIA request is received, offerors may, through clear earmarking or otherwise, indicate those portions of their proposals which they believe should not be disclosed. While an offeror's advice will be considered by the Department in its determination whether to release requested information or not, it must be emphasized that the Department is required by the FOIA to make an independent evaluation as to the release of all information requested, and that accordingly, information may be released notwithstanding the offeror's views. It is suggested that if an offeror believes that confidential treatment is appropriate, the basis for this view should be provided, where possible, because general assertions or blanket requests for confidentiality, without more, are not particularly helpful to the Department in making determinations concerning the release of information under the Act. It should also be noted that the Department is required to segregate disclosable information from non-disclosable items, so particular care should be taken in the identification of each portion for which confidential treatment is requested. Offerors' views concerning confidentiality will be used solely to aid the Department in preparing its response to FOIA requests. Further, offerors should note that the presence or absence of such comments and/or earmarking regarding confidentiality will have no bearing whatsoever on the evaluations of proposals submitted pursuant to this solicitation, nor will the absence of this earmarking automatically result in greater disclosure.

Sincerely,

V. T. Vollero

Vito Vollero
Contracting Officer

TABLE OF CONTENTS

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4.4	Prepare Evaluation Design
4.5	Collect, Reduce, and Analyze Data
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SCOPE OF WORK

A Request for Proposals (RFP) to Evaluate the Urban Initiatives Anti-Crime Demonstration Program in Public Housing

1.0 Introduction

1.1 The Background and Purpose of the Anti-Crime Demonstration Program

The Urban Initiatives Anti-Crime Demonstration Program, announced by the Department of Housing and Urban Development on May 10, 1979, has its origins in both the Executive and Legislative Branches of the Federal Government. The program is part of President Carter's National Urban Policy announced in March, 1978, and is legislatively mandated by the Public Housing Security Demonstration Act of 1978. In preparation for the demonstration program, the Office of Policy Development and Research, in cooperation with other HUD offices, began in late 1978 to encourage the participation of experts in designing a residential security program.

Under the joint auspices of HUD and the National Association of Housing and Redevelopment Officials (NAHRO), a conference for public housing authority (PHA) managers, security personnel, and residents was held on September 12-13, 1978 to discuss the results of existing security programs and to suggest approaches they would like to see taken in the future. On October 23, 1978, a group of nationally known researchers and experts in the field of crime prevention participated in a HUD-sponsored workshop whose purposes were to identify the essential components of an effective anti-crime program and to discuss a broad range of planning, implementation, and evaluation issues pertaining to the HUD Anti-Crime Demonstration Program. The proceedings of these events, along with a critical review of the literature that addresses crime in public housing issues, are reported in the following publication: Crime in Public Housing: A Review of Major Issues and Selected Crime Reduction Strategies, Volume I: A Report and Volume II: A Review of Two Conferences and an Annotated Bibliography.* The review supported the conclusion of several HUD-sponsored surveys that the quality of life among public housing residents is reduced more by crime and fear of crime than by any other social problem. Other conference comments and studies suggested an additional conclusion--crime in and around public housing projects is disproportionately committed by youths, and employment of them is both a means of reducing some crime and an important goal in and of itself.

Funding for the Anti-Crime Demonstration Program is now more than $40 million. Twenty million dollars is in HUD modernization loan authority funds and $2.25 million is in HUD Community Development Block Grant program

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*This publication may be examined at the HUD Central or Regional Office libraries. While the supply lasts, copies may be obtained by calling or writing HUD USER, P.O. Box 280, Germantown, Md. 20767 (301-428-3105). The publication numbers are HUD-PDR-468-1 and 468-2.

funds. Eight million dollars is being contributed by the Department of Labor (DOL) under its Youth Community Conservation Improvement Projects (YCCIP) Program (authorized by Title IV of the Comprehensive Employment and Training Act) to provide jobs and training for the unemployed youths in public housing projects. The Law Enforcement Assistance Administration (LEAA) is contributing at least $1 million from its Office of Juvenile Justice and Delinquency Prevention and $340 thousand from its Victim/Witness Program. The Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) is adding $500 thousand. Local matches (all for non-hardware anti-crime efforts) total slightly over $8 million. Other Federal and local agencies may co-target additional funds at a later date.

Of the total funding, approximately $33 million has been obligated to fund anti-crime demonstrations by public housing authorities (PHAs) with 1,250 or more public housing units, and approximately $7 million to fund such demonstrations by public housing authorities with fewer than 1,250 units. The rationale for this funding distribution is that the larger PHAs, located in the larger cities which generally have the most serious crime and fear problems, would be expected to respond in the most dramatic way to an anti-crime program.

The overall purpose of the Anti-Crime Demonstration Program is to target Federal funding on 39 public housing sites across the country whose PHAs proposed the most comprehensive and workable strategies to reduce crime and crime-related problems (Appendix A presents the HUD Notice to which the proposals responded). The 39 projects were selected from approximately 170 applications in an open competition among public housing authorities. The strategies proposed by the winning PHAs are to be developed and implemented by means of the broadest possible cooperation among PHA personnel, tenants, city agencies, and Federal offices, but must address the following seven anti-crime program areas:

1. Improved PHA crime prevention management and maintenance.

2. Physical design and security hardware improvements.

3. Increased tenant participation, leadership, and organization relative to crime prevention issues.

4. Increased employment of tenants, especially youths.

5. Crime-related social service improvements.

6. Improved support from the local criminal justice system, especially the police.

7. More local public/private funding partnerships which target not only on the immediate housing projects, but also on the surrounding neighborhoods.

HUD Anti-Crime Program staff and non-HUD crime prevention experts will provide technical guidance and assistance in strategy development and implementation.

1.2 Background and Objectives of the Evaluation RFP

In this Request for Proposals (RFP), HUD is soliciting proposals for an evaluation of the Anti-Crime Demonstration Program. The 1978 Public Housing Security Demonstration Act mandates that, at the conclusion of the evaluation, HUD recommend to Congress whether or not the program should be continued, in what form, and for how long. From the 39 public housing sites chosen to participate in the program as demonstration sites, 16 sites (12 large, 4 small)* have been selected for intensive evaluation by HUD's Offices of Housing and Policy Development and Research, in collaboration with DOL, "to determine whether or not the demonstration has produced effective strategies for mitigating crime and vandalism in public housing projects in order that a safe living environment might be provided for their residents, particularly the elderly ones" (Housing and Community Development Act and Amendments of 1978, Sec. 207, (b)(2)). Depending on the estimated cost, 10 to 16 site-specific studies of the anti-crime impact of both the combination of anti-crime activities (the "treatment package") and, where feasible, the individual activities and mechanisms shall be conducted.

The evaluation shall involve a pre-post impact assessment of crime and victimization rates, vandalism costs, youth employment, residents' fear of crime, and related behavior and attitudes at each of the 10-16 sites. Administration of the Educational Testing Service's Standard Assessment System (to collect data on the youth employment component) and a modified and expanded version of HUD's Mini Household Safety and Security Survey Instrument will provide much of the data.** The youth employment instruments will be administered both to the program participants and to a comparison group of youths. Pre-post household survey interviews will be conducted at a "best-fit" comparison or control housing project site for each demonstration site selected for evaluation and, in order to address the geographic crime displacement issue, in the residential areas surrounding the demonstration and the control sites.

A detailed process evaluation also will be conducted. Its function will include the documentation of what anti-crime activities actually are undertaken, when they are initiated, how they are implemented, and when they are fully functional. Documentation and analysis of any proximate or intermediate impacts of these activities should make a significant contribution to this phase

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*The 12 large sites are: Charlotte, NC; Jersey City, NJ; Toledo, OH; Louisville, KY; Phoenix, AZ; Tampa, FL; Hartford, CT; New Orleans, LA; Baltimore, MD; Dade County, FL; Chicago, IL; and New York, NY. The 4 small sites are: Jackson, TN; Hampton, VA; Decatur, IL; and Oxnard, CA.

**A description of the youth employment assessment package is presented in Appendix B. (The complete set of instruments and instructions may be examined at the HUD Central or Regional Office libraries.) The Mini Household Safety and Security Survey Instrument Comprises Appendix C.

of the evaluation, as well as to the impact assessment phase. The process assessment should help explain how and why certain impacts occur in each demonstration project.

The contract to be awarded as a result of this RFP will have a 24-month period of performance.

2.0 Major Activities which may be Combined in an Anti-Crime Demonstration Program

After a careful review of anti-crime strategies in public housing, HUD has concluded that a successful anti-crime program at any one site must incorporate activities under each of the seven program areas cited in Section 1.1. Some activities which may be included in the anti-crime "treatment packages" at the demonstration sites are as follows:

1. Improved PHA Management and Maintenance

   a. Implementation of a training program for project managers and maintenance foremen to teach them to identify and remedy potential security problems.

   b. Improved PHA-tenant screening and eviction policies in response to anti-social behavior.

   c. Appointment of a highly qualified public safety coordinator for each project's anti-crime program.

   d. Maintenance of project property at high levels which may encourage tenants' feeling of pride, and stake, in the security of their residential environment.

2. Physical Design, Architectural, and Security Hardware Improvements

   a. Expansion of the private space for which each tenant is responsible.

   b. Changes in fencing and clustering to better protect tenants and afford them more control over their living space.

   c. Rehabilitation of individual dwelling units.

   d. Installation of better indoor and outdoor lighting and improved landscaping to enhance the project's appearance.

   e. Provision of greater control over lobby access and tightening of door and window security.

   f. Installation of devices to facilitate tenant communication with police, security officers, and community service representatives.

g. Installation of burglar alarms and closed-circuit TV monitors.

3. Increased Tenant Organization of, and Participation in, Anti-Crime Activities

   a. Increased use of adult, as well as youth, foot patrols and block/floor/lobby crime watches for surveillance purposes.

   b. Inclusion of tenants in the planning and implementation of the entire anti-crime program and in the development of a tenant security code through the mechanism of tenant councils.

   c. Implementation of a tenant "Operation Identification" property stenciling and registration program.

   d. Institution of an arson prevention program.

   e. Increased use of tenant-sponsored anti-crime media campaigns, educational workshops, and crime reporting campaigns.

   f. Provision of technical assistance and training to help tenants organize anti-crime efforts.

4. Increased Tenant Employment, Especially Youth

   a. Increased training and employment of tenants to install security hardware, to make capital improvements and architectual changes, and to help maintain and rehabilitate PHA property.

   b. Increased employment of tenants as community service representatives, public safety officers, and lobby monitors.

   c. Employment of tenants as leaders of organized tenant anti-crime programs.

   d. Employment of tenants as leaders of cultural, educational, and recreational programs that increase tenant cohesion.

   e. Within all of the above, special attention to youth employment.

5. Improved Social Services for Crime-Vulnerable Tenants and for Crime Victims

   a. Counseling programs to assist tenants who are especially vulnerable to crime--i.e., single female household heads, youths, and the elderly--to cope with personal and family problems.

   b. Employment counseling for the underemployed and the unemployed.

c. Increased recreational, educational, and cultural activities for public housing project tenants.

d. Day care services for the children of employed parents and for the elderly.

e. The provision of escort services for the safety or protection of children, women, and the elderly.

f. Implementation of neighborhood dispute courts, witness assistance programs, and other local level criminal-justice-system service innovations.

g. The training of qualified tenants to administer the above services with technical assistance.

6. Improved Support from the Local Criminal Justice System, Especially the Police

a. Establishment of precinct stations in public housing projects.

b. Increased use of city police for project foot patrols, "vertical" patrols, and family crisis intervention teams; and improved academy training of police utilized for these purposes so that they may have greater understanding of, and sensitivity to, the tenant population and its needs and serve both as crime deterrers and human service troubleshooters.

c. Efforts to improve relations between the city police and public housing security personnel.

d. The installation of special hotlines to facilitate improved crime reporting by public housing tenants and responses to crime situations by city police and security officers.

7. More Local Public/Private Funding Partnerships Which Target not only on the Public Housing Projects, but also on Their Surrounding Neighborhoods

a. Increased anti-crime targeting by local business and industry in the form of employment opportunities, and by local government in the form of Community Development Block Grants and CETA Prime-Sponsor job slots.

b. Increased anti-crime targeting and coordination from State agencies to gain HEW Title XX and LEAA State Planning Agency funds.

c. Increased anti-crime targeting and coordination from Federal programs to gain access to such funds as HUD Neighborhood

Development Organization (NDO) grants, HUD Neighborhood Strategy Area (NSA) grants, HUD Urban Development Action Grants (UDAG), HUD Section 701 planning grants, Economic Development Administration (EDA) grants, and Department of Interior Urban Parks grants.

3.0 Scope of the Evaluation

The primary objective of the evaluation is to assess the site-specific impacts of the Anti-Crime Demonstration Program in order to provide guidance for future program development in this area and to assist PHAs to design and manage effective anti-crime programs. In order to achieve these objectives, the evaluation must not only assess the impacts of the program on each site's crime and crime-related problems; it must also analyze how and why the impacts were associated with the implementation of the program at each evaluated demonstration site, delineating significant opportunities and problems. In short, the evaluation methodology shall address both impact and process considerations and shall optimize the study's replicability.

The evaluation methodology must be sensitive to several factors that are likely to affect both process and impact assessments. These factors include variations in anti-crime strategy implementation schedules, variations in the extent to which strategy packages include sequential vs. concurrent activities, the existence and introduction of anti-crime activities other than those supported by the HUD demonstration program, and the PHA's utilization of anti-crime technical assistance.

- The implementation of certain anti-crime strategy components, such as the physical redesign of a project site, may have considerable time delays because of the need to secure approval of the specifications, contracting for the work, etc. Moreover, the demonstration sites will initiate and implement similar anti-crime strategies at different points in their overall programs, consistent with their unique needs.

- The work plan for each site's demonstration program specifies the relationships among several anti-crime activities. The expected impacts may vary according to the extent to which one activity depends on the successful implementation of another. Wherever possible, the evaluation should indicate whether specific anti-crime activities are sequential or concurrent, interrelated or relatively independent.

- In addition to the HUD Anti-Crime Demonstration Program strategies, other crime-related programs (city, PHA, LEAA) may be operative at some of the evaluated sites. The evaluation must take into account all crime-related programs at evaluated sites.

- Sections VI and IX of the HUD Anti-Crime Demonstration Program Notice (Appendix A) describe the kinds and amounts

of technical assistance that PHAs may include in their budgets. Technical assistance site visits by groups composed of HUD Central and Area Office staff and other Federal agency staff will be made available at no cost. These groups will assist local Anti-Crime Oversight Teams to refine project implementation plans. In addition, PHAs may request funds for private experts to help with program implementation. The Contractor must obtain data on all technical assistance provided to each evaluated site.

3.1 Site-Specific Impact Evaluations

In order to assess the impact of each site's anti-crime program, it is necessary to obtain data which reflect conditions in the target area at the time the program becomes operational. It is against these baseline and background data that changes in victimization and tenants' crime-related responses can be measured over the evaluation period and, through the application of various statistical and analytical techniques, that the contribution of the program to those changes can be estimated.

The purpose of the impact evaluations is to determine the extent to which each demonstration program's goals are achieved. These goals include:

- o Reduced incidence of crime.
- o Increased probability that crime will be reported to police.
- o Reduced tenant fear of crime.
- o Reduced negative tenant behavior in response to fear of crime.
- o Reduced PHA outlays for vandalism-related maintenance and rehabilitation.
- o Increased youth awareness of the multiple costs of crime.
- o Increased tenant interaction, cohesion, and organizational leadership and participation.
- o Increased tenant satisfaction with their residential environment.
- o Increased project occupancy levels and decreased turnover rates.
- o Institutionalization of security measures and anti-crime social services; e.g., are there stable funding commitments from non-demonstration sources?

In addition, the evaluation shall assess whether the program may be associated with crime displacement.

3.1.1 Anti-Crime Impact

Much of the data for the anti-crime impact evaluation will be provided by the Contractor's conducting "pre-test" and "post-test" interviews with tenants at 10 to 16 demonstration sites, as well as at "best fit" comparison or control sites and in surrounding residential neighborhoods. For all tenant interviews, the Contractor shall use a modified and expanded version of HUD's Mini Household Safety and Security Survey Instrument.

3.1.2 Youth Employment Impact

For the youth employment impact evaluation, baseline and background data shall be collected on the employment situation in and around the public housing site; other employment and training programs open to the site's youth (DOL's Youth Community Conservation Improvement Projects require job recipients to be aged 16 through 19); and a statistical description of the site's youth.

The Youth employment component shall be evaluated specifically for assessment of the program's contribution to post-program employment; changes in youths' attitudes toward work; increased awareness among youths of the multiple costs of crime; and changes in tenant and housing authority attitudes about youths.

The Standard Assessment System (SAS) developed by the Educational Testing Service (ETS) will be used to collect data on characteristics, attitudes toward work, and three- and eight-month post-program status of program participants and a comparison group. The contractor shall develop supplementary instruments to collect other information, including information that addresses the last two items in the paragraph immediately above.

The SAS instruments to be administered by the Contractor are:

Pre-test administered to youths during the first week of program participation. This generally is administered in a group setting, and will take approximately two hours.

Post-test administered at exit from the program. It is similar to pre-test and can be administered in a group setting.

Program Completion Survey includes short questionnaires administered to youths participating for three months or more, to counselors, and to work supervisors.

Three-month follow-up administered three months after youths exit from the program; includes a short employer contact form.

Eight-month follow-up administered eight months after youths exit from the program; includes employer contact.

All of the instruments listed above are applicable for experimental group youth. Pre-test, post-test and both follow-ups are applicable for comparison group youth. DOL and ETS will provide guidance in identifying comparison groups. Under a contract with DOL, ETS will provide training in administration of SAS instruments for the Contractor's staff.

Note that comparison group youth may be paid a stipend of $5 for each pre-test and post-test. Both comparison and experimental youth may be paid a stipend of $5 for the three-month follow-up and $10 for the eight-month follow-up.

3.2 Site-Specific Process Evaluations

In addition to the impact evaluation, a process evaluation shall be conducted at each of the demonstration sites selected for evaluation. The broad objective of the process evaluation is to facilitate causal inferences about the direct and indirect effects of the anti-crime efforts at each demonstration site. Strategies and activities may be assessed both individually and as components of an anti-crime package. In either case, the emphasis should be on documenting, and providing a rationale for, the linkages between anti-crime activities and their immediate and longer term impacts.

Three other objectives of the process evaluation will be to assess each PHA's ability to coordinate anti-crime funds from several participating agencies; to document and assess the PHA's performance in running a youth employment program, as well as any impact this may have on overall crime reduction; and, where data are available, to assess the short-term cost-benefits and cost-effectiveness of alternative strategies for affecting similar crime or crime-related problems.

Examples of concerns that may be addressed by the site-specific process evaluations are:

- The actual implementation schedule for each strategy and its component activities; documenting any deviations from the planned schedule and assessing how and why they occurred.
- Documentation and assessment of the role of any technical assistance provided during the demonstration program.
- Identification and documentation of other anti-crime activities operating at the site and assessment of their interaction with the demonstration program's new and expanded activities.
- Documentation of the tenant organization's ongoing development.
- The extent of tenant involvement in the planning and implementation of the anti-crime program at each of the evaluated sites.

- o The extent and quality of interaction between tenants and PHAs and between each of these parties and various city agencies, including criminal justice agencies.

3.3 Program-Wide Conclusions and Recommendations

While the focus of the evaluation effort will be on site-specific anti-crime efforts, the opportunities for generalization cannot be overlooked. Ultimately, the evaluation must be concerned with the transferability to other public housing sites of the overall strategies and component activities employed at the evaluated sites. The evaluation shall provide an inventory of "lessons learned" from the 10-16 evaluated sites. (This subset incorporates the range of contextual, programmatic, and population characteristics that are found among the 39 demonstration program sites.) Program-wide conclusions and recommendations--both policy-oriented and programmatic--also will be key end-products.

4.0 Work Tasks

The accomplishment of the evaluation objectives described in Sections 3.0-3.3 of this RFP requires the completion of several tasks which are described in detail below:

4.1 General

The Contractor shall furnish all necessary personnel, materials, equipment, services, and facilities (except as specifically waived elsewhere in this RFP) and otherwise do all things essential to the performance of the work set forth in this RFP.

4.2 Convene Panel of Experts

The evaluation shall include an expert panel of recognized evaluation, program, and/or policy experts in the broad area of anti-crime programs. The panel will have two responsibilities: (1) to participate in two formal briefings presented by the Contractor and (2) to review and provide written comments on the draft Interim Status Report and the draft Final Report.

The areas of expertise represented by these individuals should include anti-crime programs and their relationship to:

- o Community/tenant organizing;
- o Management of public housing security;
- o Urban planning/design;
- o Law enforcement/Public safety/Criminal justice (including arson and vandalism)
- o Coordination of Federal, state, and local public and private programs;

- o The elderly;
- o Criminology;
- o Youth employment/advocacy;
- o Social/Victim services.

Within ten (10) days of the effective date of contract (EDOC), the Contractor shall submit to the GTR the names of 10 potential panelists. No formal contact is to be made with these individuals prior to HUD's approval of the list. Within five (5) days of receipt of the list, the GTR shall recommend a minimum of five of these individuals to serve as panelists. The Contractor then shall secure the participation of each panelist.

4.3 Prepare Management Plan

Within thirty (30) days of EDOC, the Contractor shall submit a detailed Management Plan to the GTR for review. This plan shall revise the general plan included in the proposal submitted in response to this RFP; any changes which may have been agreed upon during the contract negotiations shall be incorporated.

The Management Plan shall name the key personnel and state the number of person-hours and expected completion dates for all prime tasks and sub-tasks, the delivery dates for work products, and the allocated budget for each task on a month-by-month basis for the first year, and on a quarterly basis for the second year. (At the end of the 10th month after EDOC, the Contractor shall submit a revised Management Plan for the second year, on a month-by-month basis.) The expenditure plan shall be consistent with the expenditure classes contained in the Optional Form 60 utilized in preparation of the Contractor's cost proposal submitted with the RFP response. Sample management planning formats will be available upon request from HUD. Where there is interdependence among tasks, the work plan shall indicate how each interdependent task will provide needed inputs to the others. A bar chart and/or simple logic network shall be provided by the Contractor to show such interdependencies.

The GTR shall inform the Contractor of HUD's approval of the Management Plan, or of any needed changes, within ten (10) days of its receipt. The Contractor shall modify the Management Plan, if necessary, to conform to HUD's review judgment and resubmit it to the GTR no later than ten (10) days after receiving HUD's response.

4.4 Prepare Evaluation Design

Within thirty (30) days of EDOC, the Contractor shall submit to the GTR for review the full design for the accomplishment of the evaluation objectives outlined in Sections 3.0-3.3. The Evaluation Design shall be a detailed elaboration of that contained in the proposal and shall

discuss fully the following topics: operationalizing the evaluation objectives; the derivation of working hypotheses; the sets and subsets of data to be collected and the frequency of collection; the forms, instruments, and techniques to be used for data collection (see below); assessments of data validity and reliability; index construction and related means of data reduction; sampling plans and procedures; the methods and techniques of analysis to be employed in the work, including statistical tests and levels of significance to be achieved in those tests, if appropriate; and all other procedures the Contractor plans to employ in the accomplishment of the work.

A major component of this design will be the Contractor's modification and expansion of the Mini Household Safety and Security Survey Instrument. The revised version will be expected to incorporate improved techniques and research-based refinements developed since HUD's initial work with the instrument. Moreover, it should reflect demonstration objectives that are in addition to those addressed by the items on victimization, fear of crime, and altered behavior.

The GTR shall inform the Contractor of HUD's approval of the Evaluation Design, or of any needed changes, within ten (10) days of its receipt. The Contractor then shall modify the Design, if necessary, to conform to HUD's review judgment and resubmit it to the GTR no later than ten (10) calendar days after receiving HUD's response. Should revisions in the Evaluation Design necessitate changes in the Management Plan (Section 4.3), the Contractor shall submit a revised Management Plan with the revised Evaluation Design.

Immediately upon HUD approval of the revised Evaluation Design, all instruments that will be administered to 10 or more respondents shall be submitted for review and approval by the Office of Management and Budget. These instruments also will be reviewed for clearance under the Privacy Act. OMB and Privacy Act clearance may take up to ninety (90) days. The Contractor shall be responsible for scheduling the work so that other contract activities are taking place during the OMB and Privacy Act clearance processes.

4.5 Collect, Reduce, and Analyze Data

Immediately upon approval of the Evaluation Design, the Contractor shall commence the collection of data that are not subject to OMB clearance. Data collection affected by the need for OMB approval will be initiated immediately upon notification of that approval. With the exception of the youth employment pre-test data -- which are collected on a continuous basis as youths enter the program -- the collection of all baseline and background data shall be completed no later than six (6) months after EDOC. The collection of all anti-crime process and impact data will continue until eighteen (18) months after EDOC. Thus, each site-specific evaluation will include process and impact data that cover at least a 12-month period. The collection of the final youth employment impact data (i.e., the eight-month follow-up) may continue until 20 months

after initial youth enrollment in each site's training program. Background and contextual data (e.g., trends in youth employment and in various crime rates for demonstration and comparison sites and surrounding residential neighborhoods) may cover various time periods, depending on relevance.

For each demonstration site, data collection will be conducted according to the following schedule:

Data Set	Commence Collection	Complete Collection
Baseline/Background	Upon approval of Evaluation Design	6 months after EDOC
Process	Upon approval of Evaluation Design (or OMB approval, if required)	18 months after EDOC
Initial Household Survey and Supplementary Youth Survey	Upon OMB approval (if the start-up dates have to be staggered, sites should be selected in the approximate order of the dates on which implementation of their demonstration programs formally began)	6 months after EDOC
Final Household Survey	12 months after the Initial Household Survey for that site had commenced	18 months after EDOC
Youth Impact	Upon approval of Evaluation Design	20 months after initial youth enrollment
Other Impact	Upon approval of Evaluation Design	18 months after EDOC

Data reduction and analysis will be done as needed to meet the formal briefing and reporting requirements specified elsewhere in this RFP.

4.6 Convert and Provide Written Description of Survey Data

The Contractor shall convert the household and youth survey data to computer-readable form. These and any other data so converted shall be submitted to the GTR on magnetic tape which meets the following specifications:

(1) 800 BPI density

(2) BCD character representation

(3) unlabelled

(4) block size less than or equal to 5,120 characters

(5) fixed length records and blocks (length and blocking factor must be specified)

(6) 7- or 9-track

(7) even parity.

The original collection instruments (questionnaires, forms, coding sheets, etc.) must be held in a secure location and made accessible to HUD for five (5) years. The youth data that are collected through the SAS instruments must be copied onto a separate magnetic tape for submission to the Educational Testing Service's data bank.

In addition to the data tape, the Contractor shall provide a written description of the data. This description should be capable of being understood by researchers unfamiliar with the contract. The description will include an executive summary; a precise description of the respondents or other data sources, including any sampling procedure used; a precise description of the meaning, format, and location of each data element, including copies of the blank questionnaire or original form with any instructions or coding manuals used; a step-by-step description of all stages in the processing of the data, from original sources to final tape; and a critical report of the data base's main limitations--i.e., accuracy and validity questions, response rates, extent of missing data, known and potential biases, and major related issues not covered by this data base.

If the Contractor uses a statistical package to manipulate the data, a master program designed to create a system file with a full set of the variable names, value labels, missing values, and "useful" transforms used in the course of the work shall also be delivered in machine-readable form.

The Contractor shall deliver the tapes and written description of the computer-readable baseline data no later than eight (8) months after EDOC.

The Contractor shall deliver the tapes and written description of all other computer-readable data no later than twenty (20) months after EDOC (for the final youth impact data, the tape and description shall be delivered two (2) months after data collection is completed).

4.7 Organize and Conduct Formal Briefings

The Contractor shall organize, provide logistical support for, and conduct two Formal Briefings, each of two days' duration. Both Briefings shall be held in a conference room in the HUD Central Office Building in Washington, D.C. Attendees will be as follows:

- 10-15 Federal representatives of the Anti-Crime Demonstration and Evaluation efforts.

- o The five-member Panel of Experts.
- o One representative from each of the 10-16 PHAs whose demonstration programs are being evaluated.
- o One representative from each of the 10-16 tenant groups whose housing units are participating in the demonstration.

The initial Briefing shall be held nine (9) months after EDOC. Its purposes will be to report on the status of the evaluation of each site's demonstration program and to generate discussion of programmatic and policy implications. The responses and suggestions of the attendees will be utilized in the preparation of the draft Interim Status Report, which will be delivered thirty (30) days after the Briefing.

The second Briefing shall be held twenty-one (21) months after EDOC. Its purposes will be to report the results of each demonstration program's final evaluation and to generate discussion of programmatic and policy implications. The responses and suggestions of the attendees will be utilized in the preparation of the draft Final Report which will be delivered thirty (30) days after the Briefing.

For both Briefings, the Contractor will be expected to:

- o identify "lessons learned" or "issues to be considered;"
- o make recommendations; and
- o suggest conclusions.

While the primary focus of these lessons, issues, recommendations, and conclusions is to be site-specific, a discussion of implications for generalization is expected as well.

4.8 Prepare Reports

The Contractor shall prepare the following reports:

- o Monthly Technical Progress Reports
- o Interim Status Report
- o Final Report

The Monthly Technical Progress Reports shall cover work accomplished during each calendar month of contract performance (see attachment entitled "Reports of Work"). The first such report will be due on the final day of the month following the EDOC month. Subsequent reports will be due five (5) days after the final day of the report months. No report will be prepared for the twenty-fourth month (it will be superseded by the Final Report).

The draft Interim Status Report shall be delivered to the GTR and the Expert Panelists ten (10) months after EDOC. HUD comments will be conveyed to the Contractor by the GTR within fifteen (15) days of receipt. Panelist comments will be sent directly to the Contractor, who then will forward copies to the GTR. The revised Interim Status Report, incorporating HUD and panelist comments, shall be delivered ten (10) days later. The GTR will notify the Contractor of HUD's approval/disapproval within ten (10) days of receipt.

The Interim Status Report should include at least the following Chapters:

1. Introduction (which describes the demonstration program, the evaluation effort, and general issues affecting each).

2. Briefing Session (which presents the purpose and participants, and briefly summarizes the highlights).

3-12 (3-18). Case Studies (which present individual status reports, utilizing the baseline data on the 10-16 site-specific evaluations).

13 (19). Lessons Learned and Recommendations (which discusses the implications for generalizability, including programmatic and policy issues).

Twenty-two (22) months after EDOC, the Contractor shall deliver to the GTR and the Expert Panelists a draft Final Report of the Anti-Crime Demonstration Program evaluation in accordance with the HUD Graphics Standards Manual. The report shall document in detail the work performed under the contract, including data, analyses, and interpretations, as well as conclusions and recommendations for future research based upon the results obtained; and shall include tables, graphs, and drawings in sufficient detail to document/clarify these results. It not only shall synthesize all prior reports submitted under this contract, but shall present data and information not necessarily contained in the earlier reports and offer an analysis of the appropriate role that residential security programs implemented through the demonstration model should play in national public housing policy. The Final Report's structure and chapter format shall be identical to those of the Interim Status Report.

Fifteen (15) days after receiving the draft, the GTR shall convey HUD comments to the Contractor. Panelist comments will be sent directly to the Contractor who then will forward copies to the GTR. The Contractor shall modify the draft report, if necessary, to conform to HUD's review judgment and resubmit it to the GTR no later than twenty-five (25) days after receiving HUD's response. The GTR shall notify the Contractor of HUD's approval/disapproval within ten (10) days of receipt. Within ten (10) days after notification of HUD's approval of the revised Final

Report, the Contractor shall send to the Contracting Officer the number of copies of the report specified in the contract, including a reproducible master copy.

4.9 Attend Meetings

The Contractor shall meet with the GTR in Washington, D.C. eight to ten times during the course of the contract.

5.0 Schedule of Deliverables

The Contractor shall deliver the following reports/materials to the GTR in the quantities and at the times indicated:

Type	Quantity	Frequency/Due Date
List of Proposed Panelists	4	10 days after EDOC
Management Plan	4	30 days after EDOC
Evaluation Design	4	30 days after EDOC
Monthly Technical Progress Report	4	Monthly beginning the month following EDOC month (none due for 24th month)
Magnetic tape with baseline survey data (Tape 1)	2	8 months after EDOC
Magnetic tape with baseline SAS data	1	8 months after EDOC
Written description of data on Tape 1	4	8 months after EDOC
Draft Interim Status Report	4	10 months after EDOC
Revised Management Plan	4	10 months after EDOC
Interim Status Report	4	11 months after EDOC
Magnetic tape with second survey data (Tape 2)	2	20 months after EDOC
Magnetic tape with impact SAS data	1	2 months after completion of data collection
Written description of data on Tape 2	4	20 months after EDOC
Draft Final Report	4	22 months after EDOC
Revised Final Report	4	23 months, 10 days after EDOC
Approved Final Report	20	24 months after EDOC

FACTORS FOR AWARD

I. Technical proposals will be evaluated in accordance with the factors outlined below, showing point weights assigned (TOTAL POINTS: 220).

		100
A. Technical Factors		40
1. General Understanding		
The offeror's demonstrated understanding of the conceptual, methodological, programmatic, and policy issues that affect an evaluation of the Urban Initiatives Anti-Crime Demonstration Program in Public Housing.		60
2. Technical Quality		
The technical adequacy of the offeror's proposed evaluation design and methodology. The offeror's plans for carrying out the work tasks outlined in the RFP must be presented in sufficient detail for the plans' viability to be assessed.		45
B. Management Plan		15
1. The practicality and completeness of the offeror's work schedules/charts and logic network of tasks for the design and implementation of the substantive work plan;		15
2. The probable effectiveness of the proposed management plan in supervising, integrating and coordinating functional tasks, especially in regard to the field operations; and		15
3. The reasonableness and appropriateness of the allocation of personnel among and within the tasks of the contract work.		55
C. Basic Qualifications		20
1. Experience of Organization:		
a. public housing;	(5)	
b. anti-crime research & evaluation;	(5)	
c. youth employment research & evaluation;	(5)	
d. complex social program evaluations.	(5)	20
2. Experience of Proposed Project Staff (other than Project Director):		
a. public housing;	(5)	
b. anti-crime research & evaluation;	(5)	
c. youth employment research & evaluation;	(5)	
d. complex social program evaluations.	(5)	15
3. Proposed Project Director's experience in, and qualifications to direct, complex social program evaluations.		

D. Offeror's Additional Qualification — 20

There will be a direct relationship between the extent of subcontractor participation by qualified minority business and/or women's business enterprises and the points awarded under this factor. In awarding points for this factor the Source Evaluation Board will consider the:

1. percentage of total proposed contract amount to be subcontracted to minority business and/or women's business enterprises; — 10

2. relevant experience of firm; and — 5

3. relevent experience of proposed project staff. — 5

II. Proposals which merely offer to conduct a program in accordance with the requirements of the Government's scope of work will be considered nonresponsive to this RFP and will not be considered further. The offeror must submit an explanation of the technical approach and a detailed description of the tasks to be performed to achieve the project objectives.

III. Proposed costs, while not the primary criterion, shall be considered together with the factors listed above in selecting the proposal most advantageous to the Government.

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